



CITY OF YELLOWKNIFE

GOVERNANCE AND PRIORITIES COMMITTEE AGENDA

Monday, November 17, 2025 at 12:05 p.m.

Chair: Mayor B. Hendriksen,
Councillor S. Arden-Smith,
Councillor G. Cochrane,
Councillor R. Fequet,
Councillor R. Foote,
Councillor C. McGurk,
Councillor T. McLennan,
Councillor S. Payne, and
Councillor R. Warburton.

<u>Item</u>	<u>Description</u>
1.	Opening Statement: The City of Yellowknife acknowledges that we are located in Chief Drygeese territory. From time immemorial, it has been the traditional land of the Yellowknives Dene First Nation. We respect the histories, languages, and cultures of all other Indigenous Peoples including the North Slave Métis, and all First Nations, Métis, and Inuit whose presence continues to enrich our vibrant community.
2.	Approval of the agenda.
3.	Disclosure of conflict of interest and the general nature thereof.
ANNEX A	
4.	A memorandum regarding whether to encourage development on vacant land and address underutilized lots and derelict buildings by: (i) Amending By-law No. 4207 to create a new tax class for vacant land; and (ii) Bringing forward a by-law to regulate vacant and abandoned buildings.
ANNEX B	(For Information Only)
5.	A memorandum regarding upcoming meetings of the Capital Area Committee in 2026 to review potential developments in the designated Capital Area.
ANNEX C	(For Information Only)
6.	A memorandum regarding an update on Council's 2025 – 2026 Work Plan.



<u>Item No.</u>	<u>Description</u>
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IN CAMERA

ANNEX D

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| 7. | A memorandum regarding whether to appoint someone to fill a vacant position on the Audit Committee. |
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ANNEX E

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| 8. | A legal matter. |
| 9. | Business arising from In Camera Session. |



CITY OF YELLOWKNIFE

MEMORANDUM TO COMMITTEE

COMMITTEE: Governance and Priorities

DATE: November 17, 2025

DEPARTMENT: Administration

ISSUE: Whether to encourage development on vacant land and address underutilized lots and derelict buildings by:

- (i) Amending By-law No. 4207 to create a new tax class for vacant land; and
- (ii) Bringing forward a by-law to regulate vacant and abandoned buildings.

RECOMMENDATION:

For the purpose of encouraging development on vacant land and addressing underutilized lots and derelict buildings, that Council direct Administration to bring forward:

1. A by-law to amend Tax Administration By-law No. 4207, as amended, to create a definition and new tax class for vacant land; and
2. A by-law to regulate vacant and abandoned buildings.

BACKGROUND:

In Yellowknife, the need for additional housing is growing, driven by population pressures and a constrained supply of developable land. The city's unique geography and limited land base make it especially important to ensure that all available lots are being used efficiently. Vacant and abandoned buildings not only represent missed opportunities for housing and commercial development, but also pose safety hazards, detract from the city's visual appeal, and hinder economic growth. These properties can become sites of vandalism and community concern.

With increasing demand for residential and commercial space, there is strong interest in incentivizing property owners to develop key locations. At the July 14, 2025, Governance and Priorities Committee (GPC) meeting, members inquired about the possibility of taxing vacant land at a higher rate to encourage development. As a result, Administration was tasked with exploring the feasibility of creating a new tax class for vacant and undeveloped land. Specifically, committee members asked Administration whether the City has the legal authority to introduce a new property class for vacant land and, if so, whether it can be limited to the downtown area.

COUNCIL STRATEGIC DIRECTION/RESOLUTION/POLICY:

Strategic Direction #1: People First

Focus Area 1.2 Housing for All

Doing our part to create the context for diverse housing and accommodation options.

Key Initiative 1.2.1 Setting the context and foundation for a fulsome continuum of housing options, from social to market to workforce accommodation.

Focus Area 1.3 Liveable Community

Supporting all residents to participate in the social fabric and physical space of our community.

Key Initiative 1.3.3 Supporting design standards that are multi-modal, including recognizing Yellowknife's advantages as a winter city.

Strategic Direction #3: Sustainable Future

Focus Area 3.1 Resilient Future

Enhancing Yellowknife as a great place to live, visit, work and play now and into the future.

Focus Area 3.2 Growth Readiness

Ensuring land development supports economic readiness and community priorities.

Key Initiative 3.2.2 Completing land development tools and strategies that support growth readiness.

Key Initiative 3.2.3 Modernizing development incentive options.

Focus Area 3.3 Robust Economy

Doing our part to stimulate and amplify economic development opportunities.

Motion #0141-22 That Council direct Administration to:

- (i) utilize the Revitalization Initiative Fund toward the development of City owned lands within the Downtown by contributing to the Land Fund to facilitate:
 - a. selling Lots 8, 9, and 10, Block 31, Plan 65 (5016, 5018 and 5022 50th Street) for less than appraised value, pursuant to a Request for Proposal process; and
 - b. selling Lot 34, Block 30 (50/50 Lot) for less than appraised values, pursuant to the Terms of Reference/Request for

Proposal attached to and forming part of the memorandum to committee dated September 12, 2022.

- (ii) transfer \$2.275 million dollars from the Revitalization Initiative Fund to the Land Administration Fund to cover the land value of the properties listed above;
- (iii) transfer \$141,000 dollars from the Revitalization Initiative Fund to the Downtown Improvement Reserve to support Development Incentives; and
- (iv) to close the Revitalization Initiative Fund.

APPLICABLE LEGISLATION, BY-LAWS, STUDIES, PLANS:

- 1. *Cities, Towns and Villages Act S.N.W.T. 2003;*
- 2. *Property Assessment and Taxation Act S.N.W.T. 2023;*
- 3. Zoning By-law No. 5045, as amended;
- 4. Land Administration By-law No. 5078; as amended;
- 5. Development Incentive By-law No. 5097;
- 6. Tax Administration By-law No. 4207, as amended;
- 7. City of Yellowknife Vision for Downtown Revitalization;
- 8. Retail Revitalization Strategy;
- 9. City of Yellowknife Economic Development Strategy (2020-2024);
- 10. 2010 Smart Growth Development Plan; and
- 11. City of Yellowknife Housing Needs Assessment.

CONSIDERATIONS:

Legislation

Section 15 of the *Property Assessment and Taxation Act* gives municipalities the authority to establish two or more property classes by by-law.

- 15. (1) The council of a municipal taxing authority may, by bylaw, establish two or more classes of property and describe the kind of assessed property that is to comprise each class.
- (2) Where no bylaw is passed under subsection (1), the assessed property in the municipal taxation area is deemed to comprise one property class.
- (3) Subject to section 15.1, a bylaw or an amendment or repeal of a bylaw made under this section becomes effective on January 1 following its enactment. R.S.N.W.T. 1988, c.54(Supp.), s.2; S.N.W.T. 2010, c.16, Sch.A, s.31(3), (5).

City of Yellowknife Tax Administration By-law No. 4207 currently establishes the following six property classes:

- (1) Class 1 – Residential
- (2) Class 2 – Multi-Residential
- (3) Class 3 – Commercial and Industrial
- (4) Class 4 – Mining and Quarrying
- (5) Class 5 – High-density Parking
- (6) Class 6 – Agricultural

By-law No. 4207 would need to be amended to establish a new property class for vacant land. A by-law creating a new property class that is passed in 2026 will take effect in 2027.

Establishing New Property Classes

(i) Vacant Land

Vacancy taxes—also known as the underused housing tax, vacant home tax, or empty homes tax—are increasingly being adopted in cities across Canada. These policies aim to discourage property owners from holding vacant, unutilized residential properties that are neither occupied nor rented. The goal is to alleviate pressure on housing markets and reduce the number of unused dwellings.

However, with a residential vacancy rate of just 1.8% in Yellowknife in 2024¹, the issue of unoccupied or unrented residential properties is not currently a concern for the city. Rather, the more pressing challenge is the limited availability of developable land, which makes it imperative to ensure that all available lots are being used efficiently to meet growing housing demand.

As noted above, while vacancy taxes on residential dwellings are becoming more common across Canada, there are currently no known examples of similar taxes being applied to vacant residential land. This may be due to the scarcity of undeveloped land in larger urban centres. Yellowknife does have limited number of vacant and underutilized parcels, particularly within the urban core.

Although the legislative framework exists to establish additional property classes and tax rates, to ensure fairness and effectiveness, the creation of a new property class for vacant land would require clear definitions, criteria for vacancy, and mechanisms for exemptions (e.g., for properties undergoing active development or facing legitimate barriers such as environmental remediation).

(ii) Contaminated Sites

Within municipal boundaries, there are currently two properties comprising 13 lots identified as contaminated by the Department of Environment and Natural Resources. These lots are vacant and could be considered for a higher mill rate through the creation of a new “Contaminated Vacant Lots” property classification.

While this approach could generate additional tax revenue, it is unlikely to incentivize development, as remediation of contaminated sites often involves complex and costly processes that prohibit development. The City has had development incentives to support clean-up of contaminated sites for over fifteen years but to date there have been no applicants.

(iii) Low-Density (Surface) Parking

Approximately 40% of the development footprint in Downtown Yellowknife is currently dedicated to surface parking, excluding on-street parking areas. Recent amendments to the

¹ CMHC Rental Market Survey – Yellowknife 2024 Edition (<https://www.cmhc-schl.gc.ca/professionals/housing-markets-data-and-research/housing-data/data-tables/rental-market/rental-market-report-data-tables>)

Zoning By-law have reduced parking requirements for Downtown developments, aiming to shift this balance.

Council may wish to consider implementing an increased mill rate for low-density parking lots to encourage large property owners—including real estate investment trusts (REITs), the Government of the Northwest Territories, and the Government of Canada—to consolidate surface parking and pursue redevelopment opportunities.

While this may result in increased demand for on-street parking in the short term, it could also promote greater use of transit and active transportation options over the medium to long term, aligning with broader sustainability and urban densification goals.

Vacant and Abandoned Buildings

A vacant land tax would not apply to properties that contain buildings or dwellings, even if they are unoccupied and slated for future demolition. This could create a loophole, where owners retain derelict structures to avoid taxation, potentially delaying redevelopment and the creation of new housing or commercial space.

In Yellowknife, vacant and abandoned buildings pose safety hazards, detract from the city's visual appeal, and hinder economic development. These properties are subject to vandalism and are a source of concern for residents. With increasing demand for residential and commercial space, there is a growing interest in incentivizing property owners to redevelop key locations.

To address similar challenges, the City of Whitehorse adopted a Vacant and Abandoned Buildings By-law, which regulates, prohibits, and imposes requirements on vacant and abandoned buildings. The by-law mandates that owners secure and maintain such properties to prevent damage, unauthorized entry, and safety risks. It also requires a permit with a sliding fee scale, starting at \$1,500 in Year 1 and increasing to \$8,000 by Year 4.

Currently, Yellowknife has limited tools to address concerns related to abandoned, vacant, and boarded-up buildings. Given the public safety risks and the underutilization of valuable real estate, a similar by-law could provide a more effective regulatory framework. Such a measure could complement the Development Incentives By-law, supporting increased development activity while addressing the challenges posed by underutilized lots and derelict structures.

ALTERNATIVES TO RECOMMENDATION:

1. That Council not amend Tax Administration By-law No. 4207, as amended, to include a new class for increased taxation on vacant land; and/or
2. That Administration not bring forward a by-law to regulate vacant and abandoned buildings.

RATIONALE:

Given the urgent need for more housing and the limited availability of land within city boundaries, it is increasingly important to ensure that all developable lots are being used to their full potential. Vacant and abandoned properties not only represent missed opportunities for development but also contribute to a range of urban challenges, including safety hazards, reduced property values and

increased risk of vandalism. These issues hinder economic growth, discourage investment, and undermine the City's efforts to create vibrant, livable communities.

Together, a Vacant Land Tax and a Vacant and Abandoned Buildings By-law would form a comprehensive strategy to address underutilized properties in Yellowknife. These measures would support Council's goals for downtown revitalization, housing development, and economic growth, while promoting fairness and accountability among property owners.

ATTACHMENTS:

None

Prepared: Sept 26, 2025; CW

Updated: Sept 26, 2025; GL

Updated: Oct 3, 2025; CW

Updated: Nov. 17, 2025; KLT



CITY OF YELLOWKNIFE

MEMORANDUM TO COMMITTEE

(For Information Only)

COMMITTEE: Governance and Priorities

DATE: November 17, 2025

DEPARTMENT: Planning and Development

ISSUE: Upcoming meetings of the Capital Area Committee in 2026 to review potential developments in the designated Capital Area.

BACKGROUND:

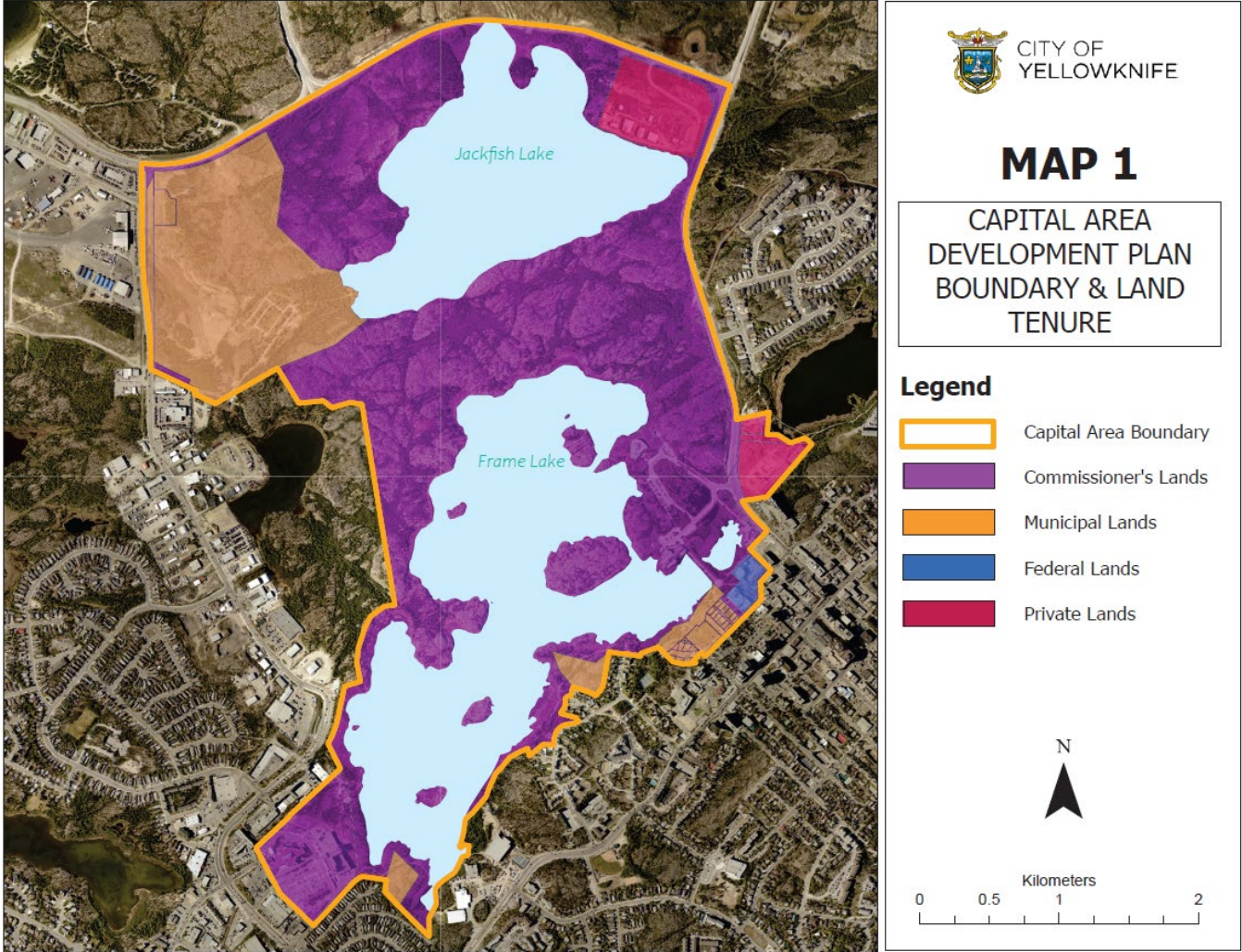
A Capital Area Development Scheme, By-law No. 3934 was adopted by City Council in 1996 following the construction of the Legislative Assembly Building. The intent of the original Scheme was to preserve the natural setting around the Legislative Assembly site; to ensure that the Capital Area was developed to a high standard of land use planning and design practices. The Committee was established to develop cooperative decisions between the City and Territorial governments for the development and management of the area.

The Capital Area is identified in orange in Figure 1 below. On July 26, 2017, Council adopted By-law No. 4940, a by-law to approve an updated Capital Area Development Plan. This by-law also formed the Capital Area Committee, for the purpose of Plan implementation as well as maintenance and initiatives within the “Governance Area.” Included in the Capital Area Development Plan was a vision that the Capital Area would be an evolving expression of the Northwest Territories and of Yellowknife; to support a diverse and vibrant Capital City. The updated Plan shifted the focus of the 1996 Scheme from the Legislative Assembly site-based on natural area preservation to a focus on people (residents and visitors alike), the environment, the city facilities and benefit to the Northwest Territories as a whole.

The Capital Area Committee approach combines various administrative roles for plan implementation. The Committee roles, as identified in the Plan are for land use, development, operations and maintenance planning, as well as implementation of the initiatives outlined in the Plan. The Committee Terms of Reference identify a structured reporting mechanism to elected officials which retains the administrative and operating aspect of the Committee. Each year members were to include \$50,000 in their budgets to support the plan; the City did so until 2024 when Council removed the allocation as no other member was committed to the contributions or committee meetings.

The need to hold meetings of the committee now arises from several proposals within the identified development area. Review by the Committee is required prior to moving forward to decisions by different agencies. Proposals include: the *Truth and Reconciliation Commission of Canada* (TRC) IRS Survivors Monument; City request to obtain land adjacent to Frame Lake for development purposes and expansion of the Bristol lot for development.

Figure 1: Capital Area Development Plan Boundary and Land Tenure (updated 2025)



COUNCIL STRATEGIC DIRECTION/RESOLUTION/POLICY:	
Strategic Direction #1:	People First
Focus Area 1.1	<u>Reconciliation</u> Continuing to nurture positive and respectful relations with Indigenous governments, organizations and peoples.
Key Initiative 1.1.1	Continuing to strengthen relations with Indigenous governments and peoples.

Focus Area 1.2	<u>Housing for All</u> Doing our part to create the context for diverse housing and accommodation options.
Focus Area 1.3	<u>Liveable Community</u> Supporting all residents to participate in the social fabric and physical space of our community.
Key Initiative 1.3.1	Providing affordable and diverse recreation and arts opportunities for residents.
Key Initiative 1.3.3	Supporting design standards that are multi-modal including recognizing Yellowknife's advantages as a winter city.
Strategic Direction #3:	Sustainable Future
Focus Area 3.1	<u>Resilient Future</u> Enhancing Yellowknife as a great place to live, visit, work and play now and into the future.
Focus Area 3.2	<u>Growth Readiness</u> Ensuring land development supports economic readiness and community priorities.
Key Initiative 3.2.1	Advocating for the transfer of vacant commissioner's land for growth.
Key Initiative 3.2.2	Completing land development tools and strategies that support growth readiness.
Key Initiative 3.2.3	Modernizing development incentive options.
Key Initiative 3.2.4	Sustaining infrastructure capacity for future growth.
Focus Area 3.3	<u>Robust Economy</u> Doing our part to stimulate and amplify economic development opportunities.
Key Initiative 3.3.1	Supporting all aspects of tourism and visitor services, including the accommodation levy and creation of the destination marketing organization.
Key Initiative 3.3.2	Implementing and renewing strategic economic diversification options.
Key Initiative 3.3.3	Aligning with regional and territorial economic opportunities.

APPLICABLE LEGISLATION, BY-LAWS, STUDIES, PLANS:

1. *Community Planning and Development Act S.N.W.T 2011,c.22*;
2. Community Plan By-law No. 5007, as amended;
3. Zoning By-law No. 5045, as amended;
4. Building By-law No. 5058;
5. Land Administration By-law No. 5078, as amended;
6. Capital Area Development Plan By-law No. 4940, as amended;
7. Smart Growth Development Plan, July 2010;
8. Reconciliation Framework (2021) & Action Plan (annual);
9. Accessibility Audit Report & Implementation Strategy (2018);
10. Arts and Culture Master Plan (2022);
11. 10 Year Plan to End Homelessness (2017);
12. Development & Design Standards (ongoing); and
13. Wayfinding Strategy & Implementation Plan (2019).

ATTACHMENTS:

1. Terms of Reference, Capital Area Committee (DM #512706).
2. Consolidation of the Capital Area Development Plan (DM#518990 and 518985)

Prepared: October 28, 2025; CW/cw

Revised: November 12, 2025; CW



CITY OF YELLOWKNIFE

TERMS OF REFERENCE

Capital Area Committee

INTRODUCTION

1. The City of Yellowknife has adopted Capital Area Development Plan By-law No. 4940, which identifies a singular Capital Area Committee to be formed to replace the former Capital Area Steering Committee and Program Committee. The Capital Area Committee shall be focused on the maintenance and initiatives related to the lands identified as “Governance Area” within By-law No. 4940 as well as the implementation of the Capital Area Development Plan.

BACKGROUND

2. The Capital Area Development Plan provides a framework and guidelines for improving public spaces, preserving natural and cultural heritage, and managing future growth in the Capital Area. The Plan integrates the principles of sustainable community growth while preserving natural and cultural assets of the Capital Area. The Capital Area is reflective of many important aspects of our territory: Politics and Government, Culture and Heritage, Recreation, Tourism and Natural Environment.

SCOPE

The Capital Area Committee shall:

3. Oversee the implementation of the Capital Area Development Plan and Schedule of Initiatives pursuant to By-law No. 4940;
4. The Capital Area Committee shall provide input on use of annual contributions from key public property owners within the Governance Area, notably the City of Yellowknife, the Government of the Northwest Territories, and potentially the Government of Canada (on behalf of DND and/or RCMP) for the purpose of capital projects, initiatives, events related to the Governance Area without limiting the foregoing. Each property owner shall consider, in their annual budget deliberations, monetary contribution (with potential inflation adjustment), contributions in kind, or any other contribution approved by the CAC. The CAC may invite non-members to meetings for those interested in partnering with the Committee and/or providing any contribution.
5. Clarify the responsibilities and annual contributions of each property owner in the form of an operations and maintenance (O&M) plan. The CAC shall provide input on site maintenance in the Governance Area.

6. Review individual proposals for development within the Governance Area in **Map 7- Capital Area Committee Governance** and proposals deemed of sufficient interest, and provide comments thereon to the City's Development Officer or City Council as appropriate; and,
7. Oversee the implementation of the Plan and Schedule of Initiatives.

MEMBERSHIP

Composition:

8. Membership shall consider administrative representatives from:
 - a. Yellowknives Dene First Nation
 - a. Up to two (2) as identified by the YKDFN
 - b. The City of Yellowknife
 - a. Senior Administrative Officer
 - b. Director of Planning and Development
 - c. Director of Community Services
 - c. The Legislative Assembly
 - a. Clerk of the Legislative Assembly
 - b. Sergeant-At-Arms
 - d. Government of the Northwest Territories;
 - a. Director, Lands Administration, Department of Lands;
 - b. Director, Prince of Wales Northern Heritage Centre;
 - e. Any additional representation as deemed appropriate.
 - f. The Capital Area Committee shall invite relevant stakeholder including but not limited to:
 - a. The Department of National Defence (DND); and
 - b. The Royal Canadian Mounted Police (RCMP) and/or Public Services and Procurement Canada.
9. The Director of Planning and Development shall be the Chair of the Capital Area Committee.
10. Various stakeholder groups may be periodically invited to participate at meetings of the Capital Area Committee.

MEETINGS

11. The Capital Area Committee shall meet at regular frequencies to discuss current initiatives in the Capital Area, to review development permit applications as needed and set priorities for future initiatives.

REMUNERATION

12. The Members of the Capital Area Committee, including the Chair, shall serve in a volunteer capacity only, with no remuneration.

FINANCE, ADMINISTRATION AND TECHNICAL SUPPORT

13. The Capital Area Committee shall have no authority to expend or commit financial resources of the City of Yellowknife.

REPORTING RELATIONSHIPS

14. The Chair of the Capital Area Committee will prepare an annual presentation on behalf of the Capital Area Committee for the purpose of reporting to elected officials at a relevant committee of Council and the Legislative Assembly, if requested.

DUTIES

15. The Chair's responsibilities will be as follows:

- a. Chair meetings;
- b. Assist with agenda/meeting preparation/follow up items in conjunction with the Support person;
- c. Represent the Capital Area Committee when presenting recommendations to City Council for approval; and
- d. Present a written and verbal annual report to the appropriate Standing Committee of Council, if requested.

16. The Capital Area Committee Members' responsibilities will be as follows:

- a. To attend all meetings of the Capital Area Committee ;
- b. To discuss issues pertaining to the Capital Area Committee without breach of confidentiality;
- c. Review the Capital Area Plan to ensure the Plan is being implemented in a manner that best represents the interest of the community.

CONFIDENTIALITY

17. Capital Area Committee members are responsible for maintaining the confidentiality of all proprietary or privileged information that they are privy to while serving as a Committee member.

TIMELINE

18. This is an ongoing Committee with no identified timeline for completion at this time.

TERMINATION

19. Notwithstanding the above, the Senior Administrative Officer of the City of Yellowknife may dissolve the Committee at any time, or amend these Terms of Reference.



CITY OF YELLOWKNIFE

CONSOLIDATION OF CAPITAL AREA DEVELOPMENT PLAN BY-LAW NO. 4940

Adopted July 26, 2017

AS AMENDED BY

By-law No. 4960 – April 23, 2018

**(This consolidation is prepared for convenience only.
For accurate reference, please consult the
City Clerk's Office, City of Yellowknife)**

DM#518990
Schedule A DM#518985

A BY-LAW of the Council of the Municipal Corporation of the City of Yellowknife in the Northwest Territories, authorizing the Municipal Corporation of the City of Yellowknife to enact the Capital Area Development Plan.

PURSUANT TO:

- a) Sections 8 to 11 inclusive of the *Community Planning and Development Act*, S.N.W.T., 2011, c.22; and
- b) Section 129 of the *Cities, Towns and Villages Act*.

WHEREAS the Municipal Corporation of the City of Yellowknife has enacted Capital Area Development Scheme By-law No. 3934, as amended, and a revision of the 1996 Capital Area Development Scheme is required, in accordance with the direction of General Plan By-law No. 4656, as amended;

AND WHEREAS the Municipal Corporation of the City of Yellowknife wishes to repeal and replace Capital Area Development Scheme By-law No. 3934, as amended;

NOW, THEREFORE, THE COUNCIL OF THE MUNICIPAL CORPORATION OF THE CITY OF YELLOWKNIFE, in regular session duly assembled, enacts as follows:

APPLICATION

- 1. This By-law may be cited as the Capital Area Development Plan.
- 2. The Capital Area Development Plan comprised of the attached Schedule A, is hereby adopted.

REPEALS

- 3. By-law No. 3934, the Capital Area Development Scheme 1996 is hereby repealed

EFFECT

- 4. That this by-law shall come into effect upon receiving Third Reading and otherwise meets the requirements of Section 75 of the *Cities, Towns and Villages Act*.

CAPITAL AREA DEVELOPMENT PLAN

Schedule A to By-law No. 4940

CONSOLIDATION

Adopted July 26, 2017
AS AMENDED BY

By-law No. 4960 – April 23, 2018



CITY OF YELLOWKNIFE

ACKNOWLEDGEMENTS

PROJECT TEAM, CITY OF YELLOWKNIFE

Jeffrey Humble, Former Director of Planning & Development

Wenyan Yu, A/Director, Planning & Development

Milan Nguyen, Planner (2014–2017)

Karin Kronstal, Planner (2013–2014)

CAPITAL AREA STEERING COMMITTEE

Eleanor Young, Deputy Minister, Municipal and Community Affairs, Government of the Northwest Territories (formerly Tom R. Williams)

Tim Mercer, Clerk of the Legislative Assembly, Government of the Northwest Territories

Shirley Bédard—Kellett, Senior Administrative Officer, City of Yellowknife (formerly Dennis Koford)

CAPITAL AREA DEVELOPMENT AND PROGRAM COMMITTEE

Brian Thagard, Facility Manager of the Legislative Assembly Building, Government of the Northwest Territories

Blair Chapman, Director of Lands Administration, Government of the Northwest Territories

Nalini Naidoo, Director of Planning & Development, City of Yellowknife

Gordon White, Director of Community Services, City of Yellowknife

The City of Yellowknife and Government of the Northwest Territories thank the many individuals and groups who contributed their knowledge, ideas, and time to the development of the Capital Area Development Plan. We also thank those who participated in the public/stakeholder engagement sessions and/or online survey. Other City and Territorial Departments also contributed to the development of this document.

The Capital Area Development Plan is carried out with funding assistance from the Government of the Northwest Territories' Department of Industry, Tourism and Investment and the City of Yellowknife.

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1 INTRODUCTION

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1 INTRODUCTION

The Capital Area Development Plan (herein referred to as the “Plan”) provides a framework and guidelines for improving public spaces, preserving natural and cultural heritage, and managing future growth in the Capital Area. While maintaining the intent of the original 1996 Development Scheme, the Plan integrates the principles of sustainable community growth adopted under the Yellowknife Smart Growth Plan by identifying development opportunities while preserving the natural and cultural assets of the Capital Area.

Prior to the establishment of Yellowknife, the Capital Area lands were used as a prime hunting, fishing, and trapping area by the

Yellowknives Dene First Nation. The Capital Area in present day is located in the heart of the City and represents the Northwest Territories in many aspects:

- **Politics and Government** – the Legislative Assembly, City of Yellowknife City Hall, Royal Canadian Mounted Police, Department of National Defence;
- **Culture & Heritage** – Prince of Wales Northern Heritage Centre;
- **Recreation** – McMahon Frame Lake trail, Somba K'e Civic Plaza and Bristol Pit;
- **Tourism** – Popular tourist destination and former Northern Frontier Visitor's Centre; and,
- **Natural Environment**

1.1 VISION

The Capital Area is an evolving expression of the Northwest Territories and of Yellowknife as a diverse and vibrant Capital City situated in the heart of the wilderness. It will be a growing source of pride and enjoyment for all Northwest Territories residents. It will be increasingly recognized as a place that welcomes visitors and residents to enjoy the beauty, solitude, and peace of nature, and to celebrate and learn about our heritage and northern way of life, our environment, our government, our communities and our cultures.

1.2 PURPOSE

The Plan is the means by which the vision will be fulfilled, while reinforcing and building on the policies established in the original 1996 Capital Area Development Scheme. The Plan, being an instrument of the Capital Area Committee and Working Group, identifies project initiatives and provides the conceptual and management framework within which the future development, enhancement, and preservation of the Capital Area will occur.

1.3 GOALS & OBJECTIVES

Goal #1: Strengthen the awareness and identity of the Capital Area and of Yellowknife as a vibrant Capital City by representing First Nations heritage and all cultures in the Northwest Territories.

- **Objective 1.1:** Preserve culturally significant resources and land.
- **Objective 1.2:** Promote and showcase the Northwest Territories' history, heritage, and cultural diversity by giving rise to public events, the arts, and creative expression.
- **Objective 1.3:** Naming or re-naming of features within the Capital Area, such as the islands and lakes, to traditional place names in recognition of Chief Drygeese Territory and the traditional lands of Yellowknives Dene.
- **Objective 1.4:** Create a strong and consistent brand for the Capital Area that is publicly recognized.

Goal #2: That the Capital Area continue to be a demonstration and symbol of people living in harmony with nature.

- **Objective 2.1:** Maintain the pristine, natural setting that forms the heart of the Capital Area, except for the areas around the Legislative Assembly and Prince of Wales Northern Heritage Centre where accessory government facilities may be developed and the one hectare area within the Site Specific Withdrawal for an institutional facility provided they comply with high standards of design.
- **Objective 2.2:** Views of the Legislative Assembly Building and Prince of Wales Northern Heritage Centre will be protected with a predominate surrounding of natural elements.
- **Objective 2.3:** The shorelines and waters of Frame Lake and Jackfish Lake will be maintained and improved where economically feasible.
- **Objective 2.4:** Support the public's ability to enjoy the diverse flora, fauna, water, and geology present in the Capital Area by enhancing amenities and identifying opportunities for additional recreation (e.g. parks, public events, and trails).

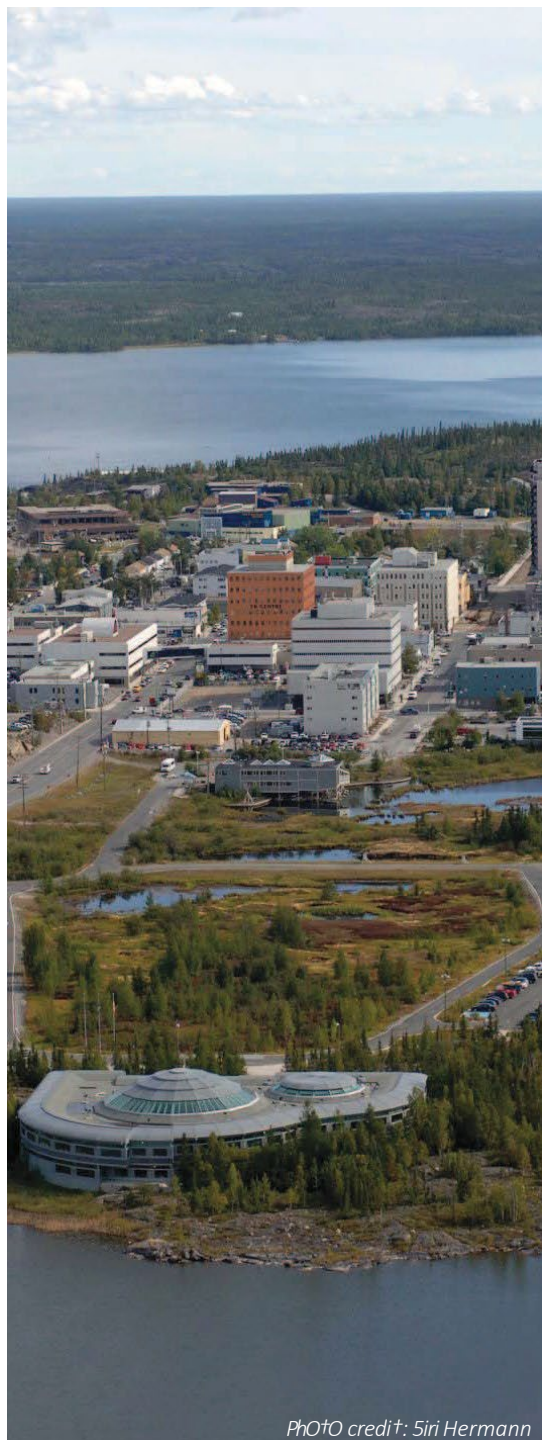


Photo credit: Siri Hermann

1 INTRODUCTION



Goal #3: That the Capital Area promote and serve as a model for the Smart Growth principles and sensitive development.

- **Objective 3.1:** Identify potential sites for sensitive residential and commercial mixed-use development in the Capital Area.
- **Objective 3.2:** Encourage sensitive development that complements and provides emphasis to the surrounding natural environment by protecting surrounding natural areas and achieving a greater degree of integration with surrounding areas through connected parks, trails and open space networks.

Goal #4: Ensure that the governance of the Capital Area effectively facilitates the implementation of the Plan.

- **Objective 4.1:** Clarify and refine the joint management structure and roles of the Capital Area Committee in development review, budget administration, and oversight of project initiatives, operations, and maintenance.
- **Objective 4.2:** Clarify the responsibilities between the City of Yellowknife, Government of the Northwest Territories, and Government of Canada in operations and maintenance.
- **Objective 4.3:** Engage more partners and acquire commitment from all necessary parties to foster cooperative relationships.

1.4 PLAN REVIEW PROCESS

In October of 2013, the City of Yellowknife received Council direction to update the 1996 Capital Area Development Scheme. On July 10, 2014, the Capital Area Steering Committee passed a motion to support the commencement of the Capital Area Scheme review and public engagement process.

The update of the Development Scheme occurred in collaboration with the Government of the Northwest Territories, public, and stakeholders through public engagement sessions and meetings. The City hosted a number of public information sessions and open houses, four walking tours and one bus tour of the Capital Area. The City held individual meetings with stakeholders, including government agencies, business owners, non-profit organizations, Members of the Legislative Assembly (MLAs), City Councillors, and the Mayor. Presentations were made to the Capital Area Committees, Legislative Assembly, City Council, and Yellowknives Dene First Nation for input and support on direction of the Plan throughout the process as well as the Draft Plan.

1.5 STRUCTURE

The Plan is divided into ten major sections:

- **Section 1 – Introduction** summarizes the purpose and vision of the Plan and outlines the review process and NWT Community Planning and Development Act requirements.
- **Section 2 – Guiding Principles** identifies the overarching themes and values raised by the public and stakeholders to be reflected in the Plan.
- **Section 3 – Area Development Plan Boundary & Land Tenure** outlines the boundary and defines the current ownership of parcels within the Capital Area.
- **Section 4 – Land Use** establishes policies for each land use. The use and development of land and buildings in the area shall conform to the Plan.
- **Section 5 – Initiatives & Development Areas** identifies initiatives within the Capital Area for the establishment or improvement of gateways, water access, look-out points, and activity nodes.
- **Section 6 – General Branding Strategy** establishes the mechanism to establish a brand for the Capital Area and supports the establishment of standards and guidelines for signage and public art.

- **Section 7 – Transportation** describes the existing transportation network and potential extensions to the road network for new development areas and recreational trail systems.
- **Section 8 – Utility Services** describes the existing and potential extended water and sewer servicing for established areas and new development areas.
- **Section 9 – Governance** establishes the framework regarding the authority, operation, maintenance, and oversight over the Capital Area.
- **Section 10 – Implementation** outlines the policies related to the administration of the Plan and the potential schedule of initiatives for the Capital Area.

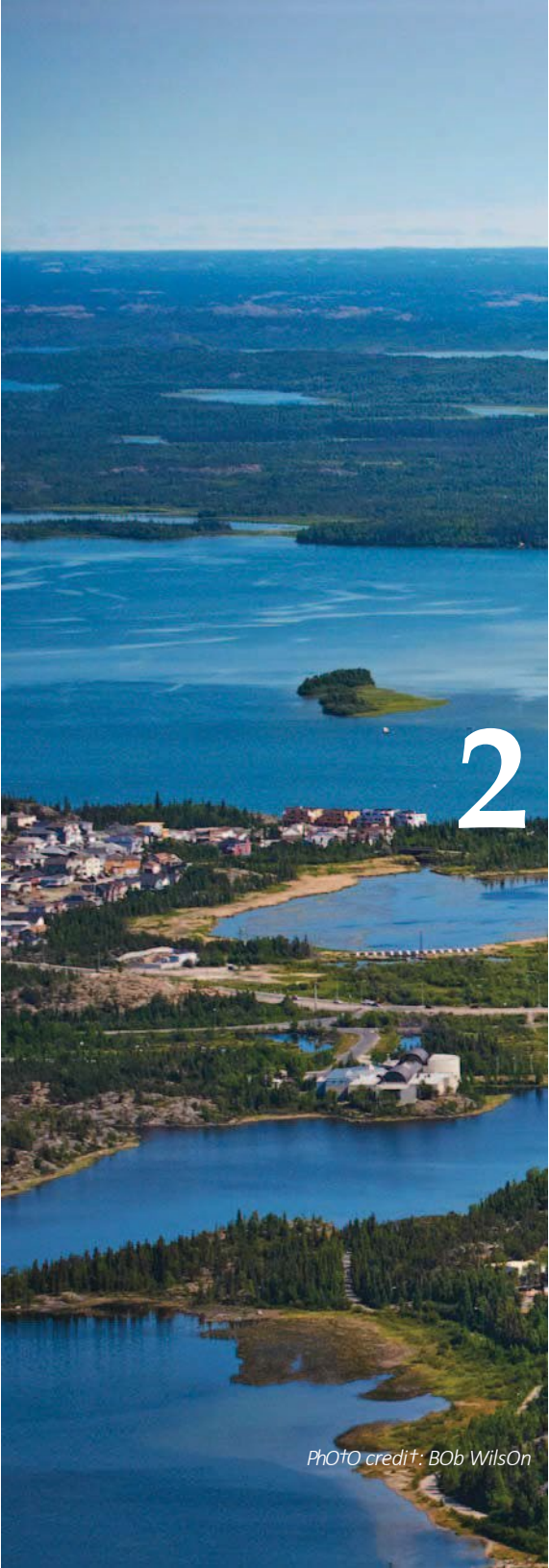
Six maps supplement the Plan policies and initiatives. The Maps and respective Sections are as follows:

- **Map 1** – Capital Area Development Plan Boundary & Land Tenure (Section 3)
- **Map 2** – Land Use (Section 4)
- **Map 3** – Parks, Open Space, & Trails (Section 4)
- **Map 4** – Capital Area Enhancement Sites and Development Areas (Section 5)
- **Map 5** – Signage & Public Art (Section 6)
- **Map 6** – Transportation (Section 7)
- **Map 7** – Capital Area Committee Governance (Section 9)

1.6 NWT COMMUNITY PLANNING & DEVELOPMENT ACT REQUIREMENTS

The *Community Planning and Development Act*, S.N.W.T. 2011, c.22 provides the legislative framework for the development of an area within a municipality and Section 9 outlines the requirements for an area development plan. Pursuant to Section 9 of the Act, the area development plan must:

- Identify the area affected by the plan;
- Describe current and future land uses;
- Describe population density either generally or for specific areas;
- Identify the locations of major transportation routes, public utilities, and lands for municipal purposes;
- Provide a schedule for the phasing of development or redevelopment;
- Address any land acquisitions required for municipal or public purposes;
- Describe the preservation or improvement of lands or buildings;
- Describe the establishment, improvement, or relocation of roads, public utilities, or other services; and,
- Include a map or series of maps identifying the land affected by the plan and indicated the development of land.



2

GUIDING PRINCIPLES

Photo credit: Bob Wilson

2 GUIDING PRINCIPLES

The Plan includes the adoption of ten Guiding Principles. The Guiding Principles are a result of discussions with stakeholders and the public. The Guiding Principles shall apply to long-term planning initiatives and decisions in the Capital Area.

1) ENVIRONMENTAL PRESERVATION: Conserve the integrity of the pristine environment forming the greater part of the Capital Area.

2) HOUSING CHOICE & ENVIRONMENTAL DESIGN: Characterize Smart Growth principles by facilitating compact (medium density), vibrant mixed-use development with appropriate architectural design standards, green building design and energy ratings and integrating with surrounding areas.

3) SUSTAINABLE COMMERCIAL DEVELOPMENT: Facilitate commercial service developments which are compatible with adjacent uses and support neighbourhood needs and tourism services while not detracting from the vitality of downtown businesses.

4) ACTIVE LIFESTYLES & WELL-BEING: Increase and promote accessible and active transportation opportunities to form an integrated multi-modal transportation network and promote trail usage and other recreational activities and amenities for year-round use.

5) LOCAL ARTS & CULTURE: Promote and support local artists, creative expression, community heritage and cultures of all Northwest Territories residents.

6) RESPONSIBLE CAPITAL SPENDING: Prioritize initiatives where there is an established need for improvements and consider existing and future maintenance requirements and costs prior to new improvements.

7) INTERGOVERNMENTAL COOPERATION: Respect the expertise and resources of various levels of government and agencies by coordinating and fostering cooperative efforts.

8) STRATEGIC PARTNERSHIPS: Engage and explore opportunities with community organizations, businesses, and other stakeholders to support the implementation of Capital Area initiatives.

9) INDIGENOUS STRATEGIC ENGAGEMENT: Promote Indigenous-themed projects and engage Yellowknives Dene First Nation and for other interested groups in major initiatives to increase awareness of indigenous history, heritage and culture.

10) CAPITAL IDENTITY & AWARENESS: Protect and enhance the unique identity of the Capital Area which represents Yellowknife as the Capital as well as the communities in the Northwest Territories.



Figure 2.1 - Eco-housing



Figure 2.2 - Aboriginal Day



Figure 2.3 - Hockey at Ceremonial Circle



Figure 2.4 - Somba K'e Farmer's Market

An aerial photograph of a large, deep blue lake. In the middle of the lake is a small, green, tree-covered island. The shoreline is irregular, with a residential development featuring colorful houses and buildings visible on the left side. The surrounding area is densely forested with green trees. The sky is a clear, pale blue.

3

AREA DEVELOPMENT PLAN BOUNDARY & LAND TENURE

Photo credit: Bob Wilson

3 CAPITAL AREA DEVELOPMENT PLAN BOUNDARY & LAND TENURE



Figure 3.1 - Capital Area Lands

The Capital Area encompasses approximately 432 hectares (144 hectares of surface water, 283 hectares of public land, and 5 hectares of private land). The Capital Area is bordered by the Highway No. 3 corridor to the north, the Frame Lake Trail to the south, the Old Airport Road corridor to the west, and the Highway No. 4 corridor to the east (as outlined in orange in Figure 3.1). Highway No. 4 (extension of 48 Street) is also known as Yellowknife Access Road. For greater clarification, this segment of road will be addressed as Highway No. 4 in this Plan.

Ownership of the Capital area is split between the Government of the Northwest Territories, the City of Yellowknife, and Government of Canada. Withdrawn lands (Akaitcho Interim Land Withdrawal) are present around Jackfish Lake and on the islands of Frame Lake. The Withdrawn lands also include a Site Specific Withdrawal, of which one hectare may be selected upon settlement of negotiations. The Capital Area Boundary and Land Tenure are shown below on **Map 1 – Capital Area Development Plan Boundary & Land Tenure**.

Pursuant to Section 9(1)(f) of the *Community Planning and Development Act*, any required acquisition of land for municipal and public purposes must be addressed in the Area Development Plan. The proposed trail extension along the Capital Area Loop and improvements to amenities at Jackfish Lake require legal tenure along Highway No. 3. The proposed Highway No. 4f Downtown Gateway initiative requires that legal tenure of Highway No. 4 be acquired from the Government of the Northwest Territories, and potentially adjacent land owner(s). These initiatives will be described later in Sections 5 and 10.



CITY OF
YELLOWKNIFE

MAP 1

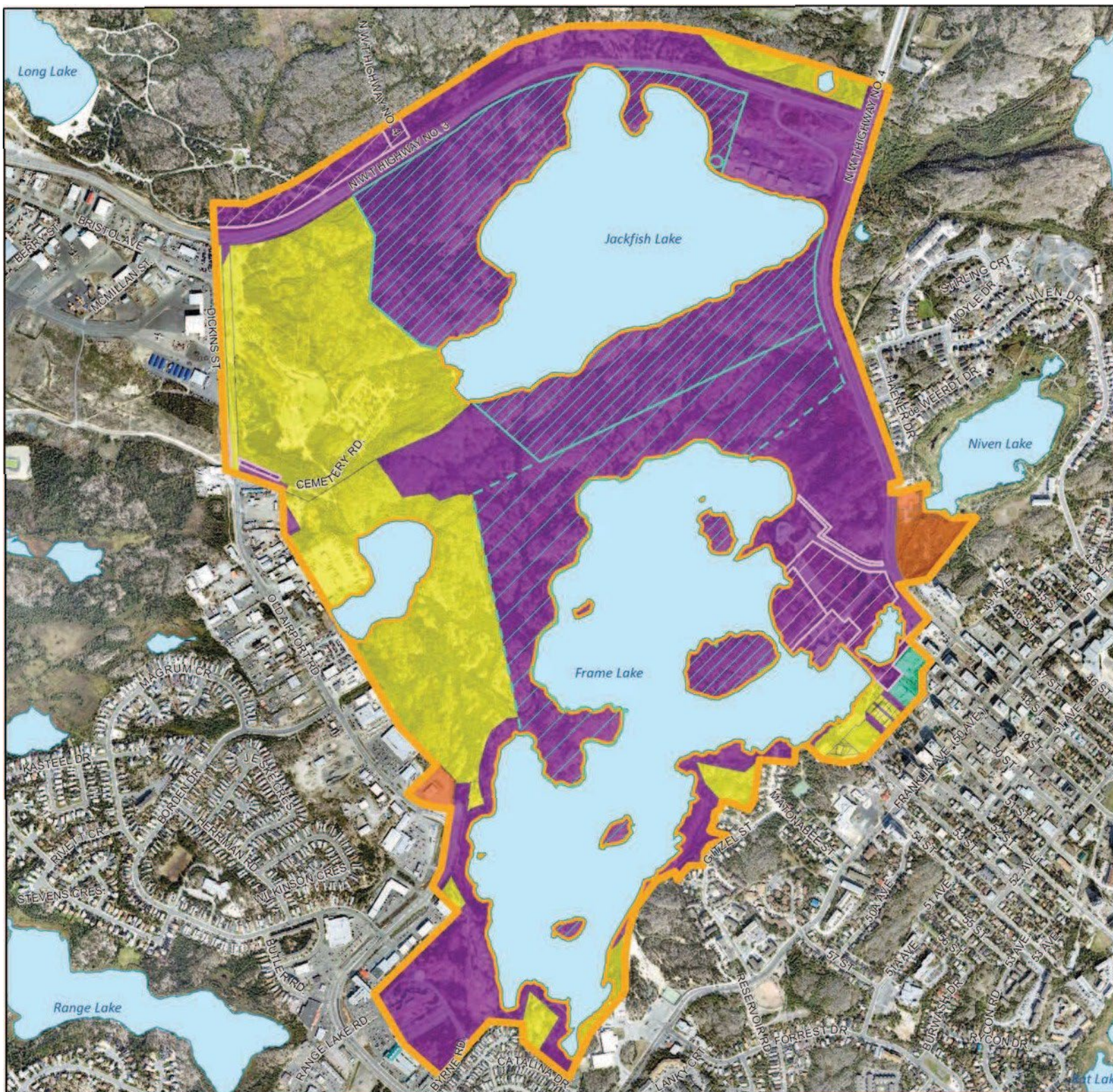
CAPITAL AREA DEVELOPMENT PLAN BOUNDARY & LAND TENURE

Legend

-  Capital Area Development Plan Boundary
-  Municipal Lands
-  Lands
-  Commission's Reserve
-  Federal Lands
-  Akaitcho Interim Land Withdrawal
-  Site Specific Withdrawal Overlay (1 ha)
-  Private Land



0 75 150 300 450 600
Metres





4

LAND USE

1.	Landmark Site	13
2.	Block 301	15
3.	Frame Lake West	15
4.	Commercial	16
5.	Commercial Recreation	16
6.	Parks & Recreation	16
7.	Nature Preservation	17
8.	Northwest Territories Power Corporation Site	17
9.	Government Agencies	18
4.10	Akaiicho Interim Land Withdrawal Overlay	18



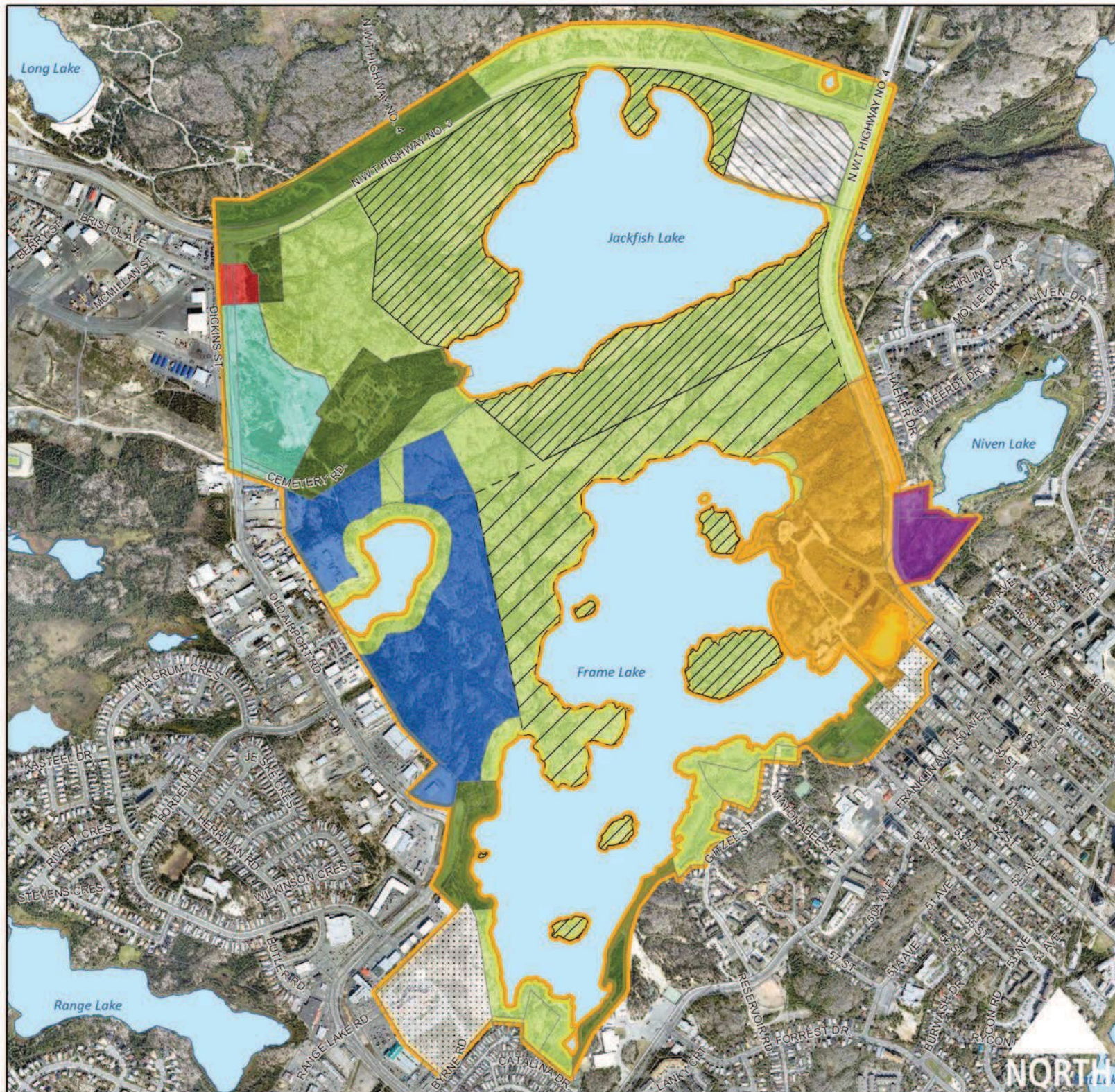
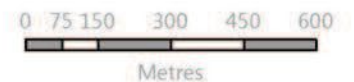
CITY OF
YELLOWKNIFE

MAP 2

LAND USE

Legend

-  Capital Area Development Plan Boundary
-  Landmark Site
-  Block 301
-  Frame Lake West
-  Commercial
-  Commercial Recreation
-  Parks & Recreation
-  Nature Preservation
-  NTPC Site
-  Government Agencies
-  Akaitcho Interim Land Withdrawal Overlay
-  Site Specific Withdrawal Overlay (1 ha)
-  Property Parcels



4 LAND USE

Future development in the majority of the Plan area will focus on preserving the natural environment and enhancing public spaces. Future land uses are shown on Map 2 - Land Use. Changes with insignificant boundary adjustments for land use designations will not require amendment to this Area Development Plan.

This section specifies the policies necessary to guide the development, enhancement, and preservation of the Capital Area as envisioned. Policies have been established for each land use area identified within the Capital Area to describe the visioning and character and furthermore, identify acceptable land uses. The implementation of these policies in planning decisions and initiatives will fulfill the unique identity envisioned for the Capital Area.

4.1 LANDMARK SITE

The Landmark Site is comprised of Lot 1, Block 310, Plan 2257. The site features prominent landmarks, such as the Legislative Assembly of the Northwest Territories, Prince of Wales Northern Heritage Centre, Northern Frontier Visitors Centre, and Ceremonial Circle. Natural elements on the site shall be retained, though additions such as expansion of the Legislative Assembly and Prince of Wales Northern Heritage Centre, and new cultural and/or institutional buildings may be developed provided they meet the policies.

4.1.1 LAND USE

Policy 1: Cultural and institutional uses are permitted (e.g., the expansion of the Prince of Wales Northern Heritage Centre and other public buildings that will stand alone functionally including but not limited to a legislative library, or a cultural, fine arts and/or performing arts centre).

Policy 2: Recreational uses that promote and enhance the pedestrian use of the Landmark Site (e.g. hiking or ski trails and related amenities) are encouraged as important elements of the Landmark Site.

4.1.2 FRAME AND JACKFISH LAKES

Policy 1: The lakes' water levels should be maintained whenever possible.

Policy 2: Development shall be set back from the lakes in order to retain natural shorelines and to minimize impact to the lakes' water quality.

Policy 3: Rehabilitation and restoration of the water quality and ecological habitat shall be encouraged.

4.1.3 VIEWS

Policy 1: To preserve views of the natural environment within the Landmark Site, the natural vegetation, features and habitats shall be maintained.

4.1.4 LANDSCAPING

Policy 1: Prominent natural elements shall be retained.

Policy 2: The maximum number of existing healthy trees shall be preserved when a site is developed.

Policy 3: Landscaping shall:

- Add visual interest to open spaces and blank facades;
- Provide definition of public trails and open areas;
- Provide protection on trails and other pedestrian areas from excessive winds;
- Provide a consistent visual image between adjacent properties within the Landmark Site; and,
- Stabilize steep embankments.

Policy 4: Areas disturbed by development shall be re-vegetated with native species.

Policy 5: The provision of screening and vegetation adjacent to existing development along the Highway corridor is encouraged.

4.1.5 AMENITY SPACES

Policy 1: Development should provide public open spaces that are oriented to receive sunlight, sheltered from the wind and are able to take advantage of views.

Policy 2: Trails shall be integrated with the natural features and sited to take advantage of existing vegetation.

Policy 3: Trails shall be integrated and connect places of interest and routes of probable travel.

Policy 4: Trails should provide views of the Landmark Site.

Policy 5: Trails and viewing platforms along the shoreline shall be supported with permanent retaining structures of natural materials.

Policy 6: Year-round use of public amenities shall be encouraged.

4.1.6 PARKING AREAS

Policy 1: Parking lots and access roads will be limited to the minimum required.

Policy 2: Parking lots shall be located as unobtrusively as possible to minimize their visual impact.

Policy 3: Extensive parking lots, loading areas, snow piling areas, transformers and meters shall be screened from public view by buildings and/or attractive planting or low walls.

Policy 4: Parking lots shall be paved.

Policy 5: Road and directional signs, barriers and lighting shall be designed and sited to minimize their visual impact.

Policy 6: Only limited vehicle access points will be allowed onto the Highway.

4.1.7 SITE SERVICES

Policy 1: Management plans for snow removal shall ensure that the natural vegetation is not damaged.

Policy 2: Consultation with the utility agencies shall be pursued at the initial design stages.

Policy 3: Services shall be located to give minimum disruptions to the site in case of repairs.

Policy 4: Services should be buried wherever possible.

4.1.8 BUILDING DESIGN

Policy 1: Building design shall complement the Legislative Assembly Building in terms of shape, style, roof lines, colour and materials.

Policy 2: Building elevations and rooftops shall minimize their impact through selection of colours which complement the surrounding environment and careful siting in order to be as unobtrusive as possible.

Policy 3: Buildings shall be designed and sited to preserve and enhance special views, in particular, views of the Legislative Assembly Building, Prince of Wales Northern Heritage Centre, and other important buildings and natural features within the Landmark Site.

Policy 4: Buildings shall be sited so that their impact on natural features, adjacent buildings, and surrounding developed areas is minimized.

4 LANDUSE

4.2 BLOCK 301

The Block 301 site is located across from the Landmark Site and along the Downtown Highway No. 4 gateway. The intent of the Block 301 land use is to maintain the relevant existing policies from the 1996 Capital Area Development Scheme in recognition of the importance of the Capital Area and the gateway to the downtown.

Policy 1: Outdoor storage or display will not be permitted.

Policy 2: New development will require a 20 metre landscaped natural buffer within the property boundary along Highway No. 4 (48 Street).

Policy 3: The maximum height of buildings shall be 15 metres.

Policy 4: Land owners are encouraged to restore disturbed areas through the use of native vegetation and natural materials.

4.3 FRAME LAKE WEST

The Frame Lake West site is located between Frame Lake and Old Airport Road. The intent of the Frame Lake West land use is to identify the potential for sensitive mixed-use development, subject to a future Area Development Plan.

In the 1996 Capital Area Development Scheme the Frame Lake West area is referenced as Capital Vicinity, Airport Road (Area 3). All existing policies in the 1996 Scheme for this area will remain until the future Frame Lake West Area Development Plan By-law is developed and adopted. Future policies in the Area Development Plan should consider urban design, continuity of trails and open space, natural buffers, minimizing terrain disturbance, landscaping, quality architectural design and building materials, energy efficiency, and Yellowknife's Smart Growth principles.

It is not intended that amendments to this Plan will be required with the adoption of the future Area Development Plan.

Policy 1: Public land that has been disturbed may be restored by the reintroduction of native vegetation and through the use of natural materials.

Policy 2: Private land owners are encouraged to restore disturbed areas through the use of native vegetation and natural materials.

Policy 3: Landscaping shall make use of native vegetation and natural materials.

Policy 4: New development shall complement the natural setting through the careful siting of buildings, protection of existing vegetation, provision of landscaping and the use of colours.

Policy 5: Any new road extension shall be located as far as possible from Frame Lake and minimize any encroachment into the Nature Preservation area.

4.4 COMMERCIAL

Lot 3, Block 314, Plan 4648 is the commercial parcel located adjacent to the intersection with Highway No. 3 and Old Airport Road. The intent of the commercial land use is to promote commercial and tourism services while supporting an attractive gateway to the City through trail connections, landscaping, and other design considerations.

Policy 1: New development shall be compatible with the adjacent recreational uses. Motor vehicle sales shall not be a permitted use.

Policy 2: New development shall complement the natural setting through the careful siting of buildings, protection of existing vegetation, provision of landscaping, the use of colours, and connections to the trail system.

Policy 3: Land owners are encouraged to restore disturbed areas through the use of native vegetation and natural materials.

4.5 COMMERCIAL RECREATION

The Commercial Recreation land use pertains to the Bristol Pit site located within a portion of Lot 1, Block 314, Plan 4150. The intent is to make use of the Bristol Pit area and provide year-round recreational opportunities, such as snowboarding and mountain biking.

Policy 1: Enhancements to the site will occur in consultation with the NWT Boardsport Association and other relevant stakeholders, where deemed appropriate.

Policy 2: Year-round use of the site is encouraged.

4.6 PARKS & RECREATION

The Parks & Recreation land use identifies sites forming the park system within the Capital Area, including Lakeview Cemetery, McNiven Beach and Playground, Somba K'e Civic Plaza and Park, Bristol Monument Park and Frame Lake West Park as shown in **Map 3 – Parks, Open Space, & Trails**. The purpose of this land use is to provide park spaces and facilities for the use and enjoyment of the public.

Policy 1: Give priority to the integrity of the McMahon Frame Lake trail system network.

Policy 2: Design and maintain park spaces to enhance public enjoyment and year-round use of spaces and to increase public safety through the incorporation of Crime Prevention Through Environmental Design (CPTED) principles.

Policy 3: Promote parks in the Capital Area by increasing public awareness through signage, public art and for other methods.

4 LANDUSE

4.7 NATURE PRESERVATION

The majority of the Capital Area shall be preserved as a natural area and designated Nature Preservation. The intent of the Nature Preservation land use is to protect the natural area while allowing for passive recreational amenities such as trails, signage, and benches.

Policy 1: Additional trails shall be considered to form a continuous trail network bordering the Capital Area as shown on **Map 3 – Parks, Open Space, & Trails**.

Policy 2: The use of sustainable landscaping practices (e.g. though the planting of edible plants, native vegetation and using natural materials) shall be promoted.

Policy 3: The natural state of the rock outcrops along the western shore of Jackfish Lake shall be maintained.

Policy 4: Multi-use trails and safe connections for pedestrians and cyclists shall be established where deemed appropriate.

Policy 5: Any trail development shall complement the natural setting through sensitive design.



Figure 4.1 - Frame Lake Multi-use Trails



Figure 4.2 - Natural Landscaping



Figure 4.3 - Sensitive Trail Design

4.8 NORTHWEST TERRITORIES POWER CORPORATION SITE

The Northwest Territories Power Corporation (NTPC) Site is located at the north-east periphery of the Capital Area at Lot 1054, Block Q85 Jf8, Plan 2696. The Jackfish Power Plant is operated by NTPC and is responsible in part for power generation and distribution for Yellowknife. It is recognized that no changes are planned at the site with the exception of the potential addition of infrastructure in the longer-term for improved power generation and reliability for Yellowknife. The policies pertaining to this site shall be re-evaluated and updated to align with the intent of the Plan should the power plant be decommissioned and demolished.

Policy 1: Opportunities to rehabilitate the land surrounding the power plant, through the reintroduction of native species, shall be encouraged.

Policy 2: Unenclosed outdoor storage shall be limited.

Policy 3: When required, additions and improvements to existing infrastructure shall be conducted with consideration of giving a more orderly appearance to the area.

4.9 GOVERNMENT AGENCIES

The Government Agencies land use involves lands occupied by various levels of government (i.e. Yellowknife City Hall, Royal Canadian Mounted Police (RCMP), and Department of National Defence (DND), and Stanton Territorial Health Authority. Recognizing these lands are occupied with established uses, the purpose of this land use is to ensure any additions and changes are aligned with the established institutional uses.

Policy 1: View corridors onto the Capital Area from streets abutting 49th Avenue shall be preserved.

Policy 2: Landscaping shall integrate into the McMahon Frame Lake trail system and complement the landscaping in the Capital Area.

4.10 AKAITCHO INTERIM LAND WITHDRAWAL OVERLAY

The Akaitcho Interim Land Withdrawal Overlay, in accordance with the Commissioner's Land Withdrawal Order, identifies Commissioner's lands of interest to the Akaitcho Dene First Nations within the municipal boundaries of the City of Yellowknife. One hectare of land in the Site Specific Withdrawal Overlay is considered by the Akaitcho Dene First Nations as a potential site for institutional uses (e.g. a legislative assembly building, cultural centre, museum, or similar use).

The land withdrawal overlay designation ensures that any existing interests on these lands are protected during the course of negotiations between the Akaitcho Dene First Nations, Government of the Northwest Territories, and the Government of Canada.

4.10.1 AKAITCHO INTERIM LAND WITHDRAWAL

Policy 1: All lands shall be preserved in their natural state, pursuant to the policies of the underlying zone, Section **4.7 Nature Preservation** for the duration of the Interim Land Withdrawal. For greater certainty, the intent of these policies are not to restrict reasonable development opportunities upon settlement of negotiations; a completed Land Use Plan based on consultation with the City of Yellowknife, Capital Area Committee, and/or other relevant stakeholders; and, necessary by-law amendments.

4.10.2 SITE SPECIFIC WITHDRAWAL (ONE HECTARE)

Policy 1: Future selected site is intended for institutional use as determined by the Yellowknives Dene First Nation.

Policy 2: Any development shall consider all applicable policies under Section **4.1 Landmark Site**.

Policy 3: Servicing of any development within the future institutional site shall coordinate potential infrastructure connection via extension from Frame Lake West subdivision or Niven Lake subdivision in consultation with the City of Yellowknife.



CITY OF
YELLOWKNIFE

MAP 3

PARKS, OPEN SPACE, & TRAILS

Legend

-  Capital Area Development Plan Boundary
-  Nature Preservation/Open Space
-  Parks & Recreation



Public Parks

(per Parks and Recreation Facilities By-law No. 4564, as amended)

Trails

-  Proposed Trails
-  Potential Multi-Use Winter Trail
-  McMahon Frame Lake
-  Snowmobile Trails
-  Other Existing Trails



0 75 150 300 450 600
Metres



An aerial photograph of a large, deep blue lake. In the middle of the lake is a small, green, tree-covered island. The shoreline is irregular, with a small town or village visible on the left side, featuring several buildings and a parking lot. The surrounding area is densely forested with green trees. The sky is a clear, pale blue.

5

INITIATIVES & DEVELOPMENT AREAS

Photo credit: Bob Wilson

5 INITIATIVES & DEVELOPMENT AREAS

The Capital Area contains opportunities to better reflect the people, history and natural wealth of the City of Yellowknife and the Northwest Territories through its strategic location, unique landscapes and ecological value. These opportunities are captured in the list of recommended initiatives and potential development areas described below, illustrated conceptually in the associated figures, and shown in **Map 4 – Capital Area Enhancement Sites and Development Areas**.

1) BRISTOL GATEWAY DEVELOPMENT:

Located at the intersection of Highway No. 3 and Old Airport Road, near the Bristol Monument. The Bristol Gateway Development consists of the commercial area (i.e. Lot 3, Block 314, Plan 4648) and park. This area is a strategic location and is considered to be the entrance corridor and gateway to the Capital Site and the City of Yellowknife. Due to the proximity of the highway, special attention shall be given to site circulation and impacts on adjacent areas.

The preservation and enhancement of the Bristol Monument, trail systems, parks, and open space will play a key role in the design of a vibrant commercial and recreational use area. The new park node will enhance the existing park system along the perimeter of the Capital Area and may consider amenities such as a new trail connection from Bristol Pit, landscaping, picnic area, and trail signage. The site may consider themed banners along Old Airport Road indicating entry into the Capital Area.

The development of the park area will occur in concurrence with the development of the commercial area. Following the land sale of the commercial property (Lot 3, Block 314), Bristol Monument Park will be developed and funded through the land sale revenue. The land development of the Bristol Gateway area will be subject to the policies under Sections **4.4 Commercial** and **4.6 Parks & Recreation** and will include, but is not limited to the following steps:

- a) Land sale pursuant to the Land Administration By-law No. 4596, as amended;
- b) Development Permit review, consultation and approval;
- c) Building Permit review and approval; and,
- d) Construction.

Figure 5.1 - Bristol Gateway Development (Conceptual Park & Commercial Area)



5 INITIATIVES & DEVELOPMENT AREAS



Figure 5.3 - Bristol Pit Winter Concept

- 2) BRISTOL PIT:** Located along Old Airport Road and adjacent to Lakeview Cemetery. Bristol Pit was historically used as a granular borrow pit until resources were depleted. The intent is to build on existing winter activities (i.e. snowboarding) and support other amenities for year-round recreational use via enhancements to the land or addition of buildings and structures. Activities envisioned at the Bristol Pit include, but are not limited to, snowboarding, skiing, skateboarding, and mountain biking.



Figure 5.4 - Present-Day Bristol Pit in Summer

- 3) FRAME LAKE WEST PARK:** Located on the western shoreline of Frame Lake. Further improvements may be subject to the development of adjacent land. The park will enhance the existing park system along the lakefront area with consideration to features such as, signage indicating the McMahon Frame Lake trailhead, an asphalt trail leading to a non-motorized boat launch, a wooden boardwalk to the lookout point, a picnic seating area and amenities, and the reconfiguration of the parking lot to allow for trailers and bicycle parking.

5 INITIATIVES & DEVELOPMENT AREAS



Figure 5.6 - Present-Day McNiven Beach

4) MCNIVEN BEACH AND PLAYGROUND:

Located along the southern shoreline of Frame Lake. Improvements will be contemplated to restore the beach area and increase amenities for the playground. Any improvements to the beach will be subject to Frame Lake remediation measures with satisfactory water quality results.

5) SOMBA K'E CIVIC PLAZA: Located adjacent to Yellowknife City Hall. Signage and other improvements may consider establishing a formal boat launch area by the shoreline of Frame Lake next to the United in Celebration art piece. While it is recognized that the site is well-used in the summer for events such as the Community BBQ and Farmer's Market, opportunities will be explored to enhance amenities and activities year-round.



Figure 5.7 - McNiven Beach Concept (subject to water quality and feasibility of any appropriate remediation measures)



Figure 5.8 - Present-Day Somba K'e Civic Plaza

5 INITIATIVES & DEVELOPMENT AREAS

Photo credit: Sin Hermann



Figure 5.9 - Present-Day Ceremonial Circle in Summer (top-left) and Ceremonial Circle Summer Concept (top-right)

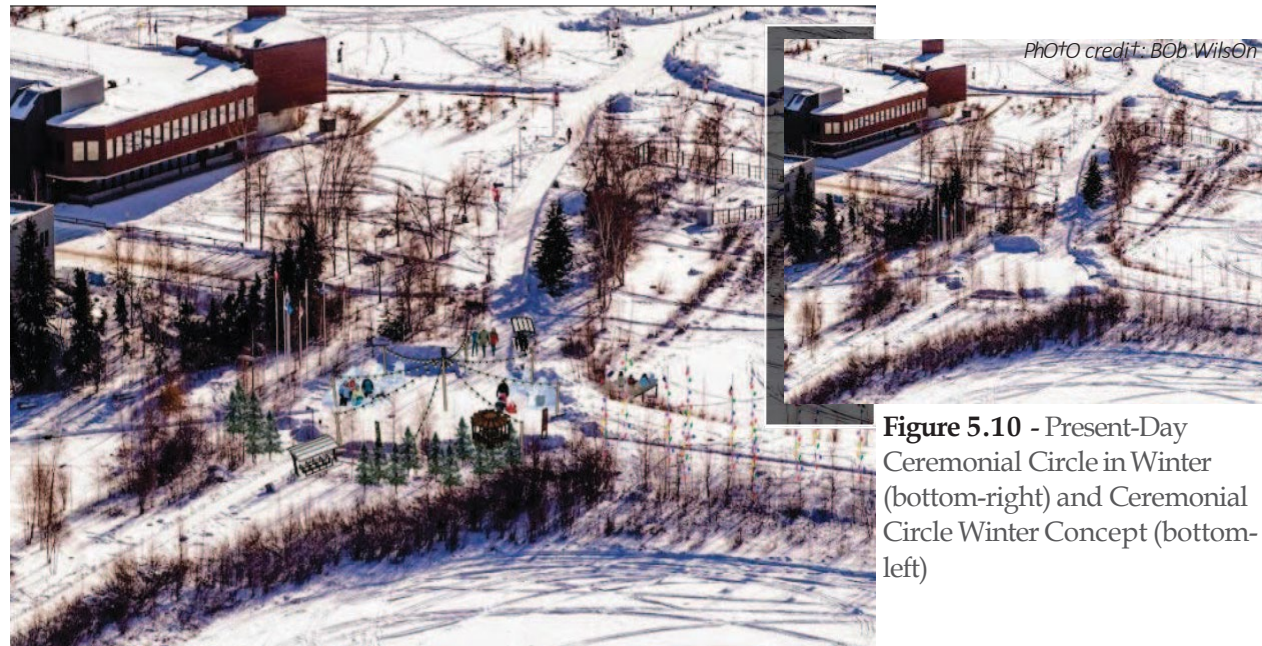


Photo credit: Bob Wilson

Figure 5.10 - Present-Day Ceremonial Circle in Winter (bottom-right) and Ceremonial Circle Winter Concept (bottom-left)

6) CEREMONIAL CIRCLE: Located at the end of the causeway from the Prince of Wales Northern Heritage Centre. This location carries a lot of symbolism by connecting all three levels of government (i.e. the Prince of Wales Northern Heritage Centre, Department of National Defence, Royal Canadian Mounted Police, and Yellowknife City Hall). Signage and public art will increase public awareness and aesthetics of this public space. Design improvements are envisioned to elevate opportunities for this public amenity to host recreational and cultural activities year-round.

7) HIGHWAY NO. 4/DOWNTOWN GATEWAY: Located at the stretch of Highway No. 4 between Niven Gate and the intersection of 49 Avenue and 48 Street. Improvements to this site will consider enhanced streetscaping (e.g. landscaping and banners) and safe pedestrian and cyclist connections (e.g. crosswalks). Sidewalks are also considered along Highway No. 4 (48 Street), extending from the intersection of 49 Avenue and 48 Street to the Legislative Assembly and Niven Gate.

8) JACKFISH LAKE LOOK-OUT POINT: Located at the pull-in area off of Highway No. 3. Improvements are contemplated to support recreational and tourism amenities, such as aurora viewing and fishing.

9) TRAIL CONNECTIONS: Located at various locations in the Capital Area. Significant trail connections will be contemplated along Highway Nos. 3 and 4 and Niven Gate to the downtown. Detailed information on the proposed trails are described in **Section 7 – Transportation** and illustrated in **Map 6 – Transportation**.

10) AKAITCHO/YELLOWKNIVES DENE FIRST NATION INSTITUTIONAL USE: Future potential location subject to settlement of the Akaitcho Land Withdrawal. A site within the one hectare of the Site Specific Withdrawal surrounding Frame Lake may be selected by the Akaitcho Dene First Nations for institutional uses (e.g. a legislative assembly building, cultural centre, museum, or similar use).



Figure 5.12 - Highway No.4/Downtown Gateway Concept



Figure 5.13 - Potential Site Selection Area for Akaitcho/Yellowknives Dene First Nation Institutional Use



Figure 5.14 - National Capital Commission Confederation Boulevard Banners



CITY OF
YELLOWKNIFE

MAP 4

CAPITAL AREA ENHANCEMENT SITES & DEVELOPMENT AREAS

Legend

- Capital Area Development Plan Boundary
- McMahon Frame Lake Trail
- Property Parcels

INITIATIVES & DEVELOPMENT AREAS

- 1 Bristol Gateway Development
 - Bristol Commercial Area
 - Bristol Monument Park
 - 2 Bristol Pit
 - 3 Frame Lake West Park
 - 4 McNiven Beach & Playground
 - 5 Somba K'e Civic Plaza
 - 6 Ceremonial Circle
 - 7 Hwy No.4/Downtown Gateway
 - 8 Jackfish Lake Look-out Point
 - 9 Trail Connections (various locations)
 - 10 Yellowknives Dene First Nation Institutional Use (site to be determined)
- Signage Program (various locations)
- Public Art Program (various locations)

0 75 150 300 450 600
Metres





6

GENERAL BRANDING STRATEGY

- | | |
|---------------------------------------|----|
| 1. General Signage Guidelines | 28 |
| 2. General Public Art Guidelines | 29 |
| 3. Priorities at Designated Locations | 29 |

6 GENERAL BRANDING STRATEGY

The branding of the Capital Area will be unified through signage and public art at designated locations shown on **Map 5 – Signage & Public Art**. Opportunities for signage and public art are identified at nine designated locations. Projects for signage and public art will be identified on an annual basis with the allocated Capital Budget amount. The general guidelines for signage and public art and main priorities for each designated location are as follows:

6.1 GENERAL SIGNAGE GUIDELINES

The breadth of amenities and interests within the Capital Area is reflected through various types of signs. The following points provide general guidance in consideration of the various types of signs within the Capital Area:

- Signage design should consider consistency and brand recognition for the Capital Area.
- Signs in bad condition or damaged signs should be replaced/repared in a timely manner.
- Maps should be included in signage at applicable locations to improve wayfinding.
- Where appropriate, signage should be developed in coordination with the Heritage Committee, Prince of Wales Northern Heritage Centre, and for Yellowknives Dene First Nation.
- Educational signs should focus on local heritage, environment, culture, and Aboriginal content.
- Multilingual signs for wayfinding and for educational purposes (e.g. Aboriginal languages, Japanese, Chinese) should be placed in key areas (e.g. popular tourist locations, significant landmarks).
- If appropriate, reference the GNWT Culture and Heritage Strategic Framework 2015–2025 for guidance.



Figure 6.1 - Educational Signage



Figure 6.2 - Gateway Signage



Figure 6.3 - Capital Region Signage

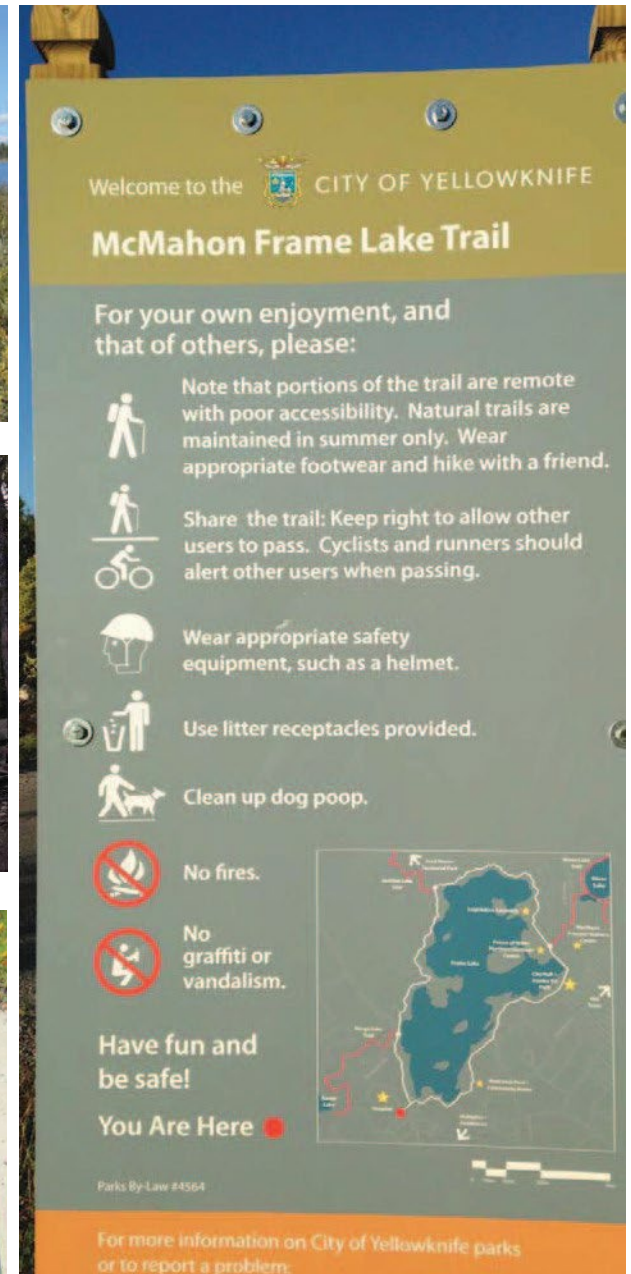


Figure 6.4 - Trail Signage

6.2 GENERAL PUBLIC ART GUIDELINES

A number of opportunities exist to celebrate the Capital Area, enhance the visual environment, and engage viewers. While events supporting creative expression are also encouraged, the following points provide guidance for public art installations within the Capital Area:

- Public art may include both permanent and temporary installations.
- Public art using local materials and elements, such as rock, snow and ice is encouraged.
- Public art should celebrate indigenous history and all cultures and communities within the Northwest Territories at key locations within the Capital Area.
- Public Art should be located in areas highly visible to pedestrians, cyclists, and motorists and areas with high pedestrian traffic such as public spaces and formal trail routes.
- Adequate maintenance should be performed for the lifetime of the installation.
- If appropriate, reference the GNWT Culture and Heritage Strategic Framework 2015–2025 for guidance.

6.3 PRIORITIES AT KEY LOCATIONS

Key locations are identified based on visibility, pedestrian traffic, and initiatives. Each location has a suggested ranking of low, moderate, or high priority in terms of signage and public art.

1) BRISTOL MONUMENT PARK AND

GATEWAY: High priority for significant signage improvement (i.e. wayfinding and educational) and public art in tandem with the Bristol Gateway Development.

2) BRISTOL PIT: Low priority location for signage improvements and public art. Any signage will increase wayfinding and provide historical information on Bristol Pit.

3) TRAILHEADS AND TRAIL INTERSECTIONS: High priority locations for wayfinding signage. Multilingual signs may be considered at key locations to orient visitors.

4) FRAME LAKE WEST PARK: Moderate priority for wayfinding signage to the trail system and public art in tandem with the development of the park and subdivision.

5) MCNIVEN BEACH AND PLAYGROUND: High priority for signage to advise the public about water quality and its suitability for recreational purposes.

6) SOMBA K'E CIVIC PLAZA: Moderate priority although notable public art and signage improvements are in place. As a highly visible and visited location, further public art and signage improvements (for wayfinding and education) may be contemplated.

7) CEREMONIAL CIRCLE: Highest priority location for public art installations. Moderate priority for signage explaining the meaning of the Ceremonial Circle and flag corridor along the causeway and clear wayfinding signage to nearby facilities.

8) HIGHWAY NO. 4/DOWNTOWN GATEWAY: High priority for wayfinding signage to nearby facilities and public art, including but not limited to flags or banners.

9) LANDMARK SITE: High priority for wayfinding signage to nearby facilities and to the trailhead north of the Legislative Assembly Building. Moderate to high priority location for public art in high visibility areas.

10) JACKFISH LAKE LOOK-OUT POINT: Low priority location for significant signage improvements and public art. Wayfinding signage shall be considered in concurrence with the development of the Capital Area Loop trail.

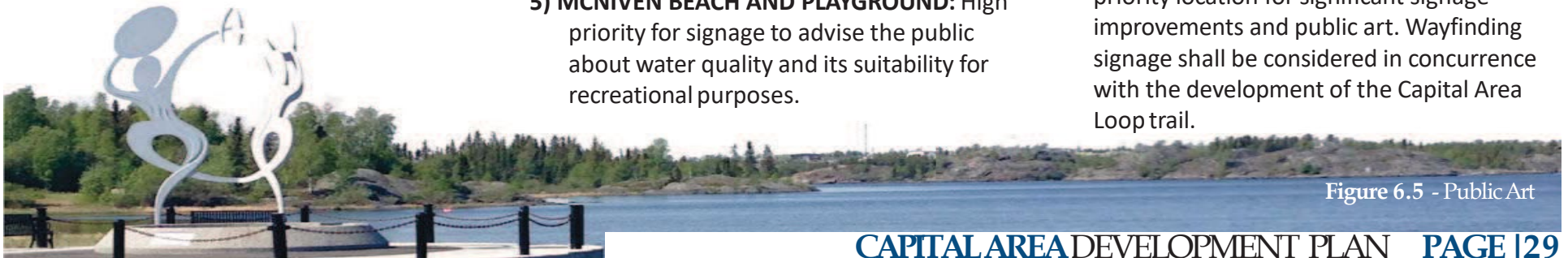


Figure 6.5 - Public Art



CITY OF
YELLOWKNIFE

MAP 5

SIGNAGE & PUBLIC ART

Legend



Capital Area
Development
Plan Boundary



Designated
Locations for
Signage and/or
Public Art



Existing Trail
Signs - Good
Condition



Existing Trail
Signs - Poor
Condition



Existing Trail
Markers

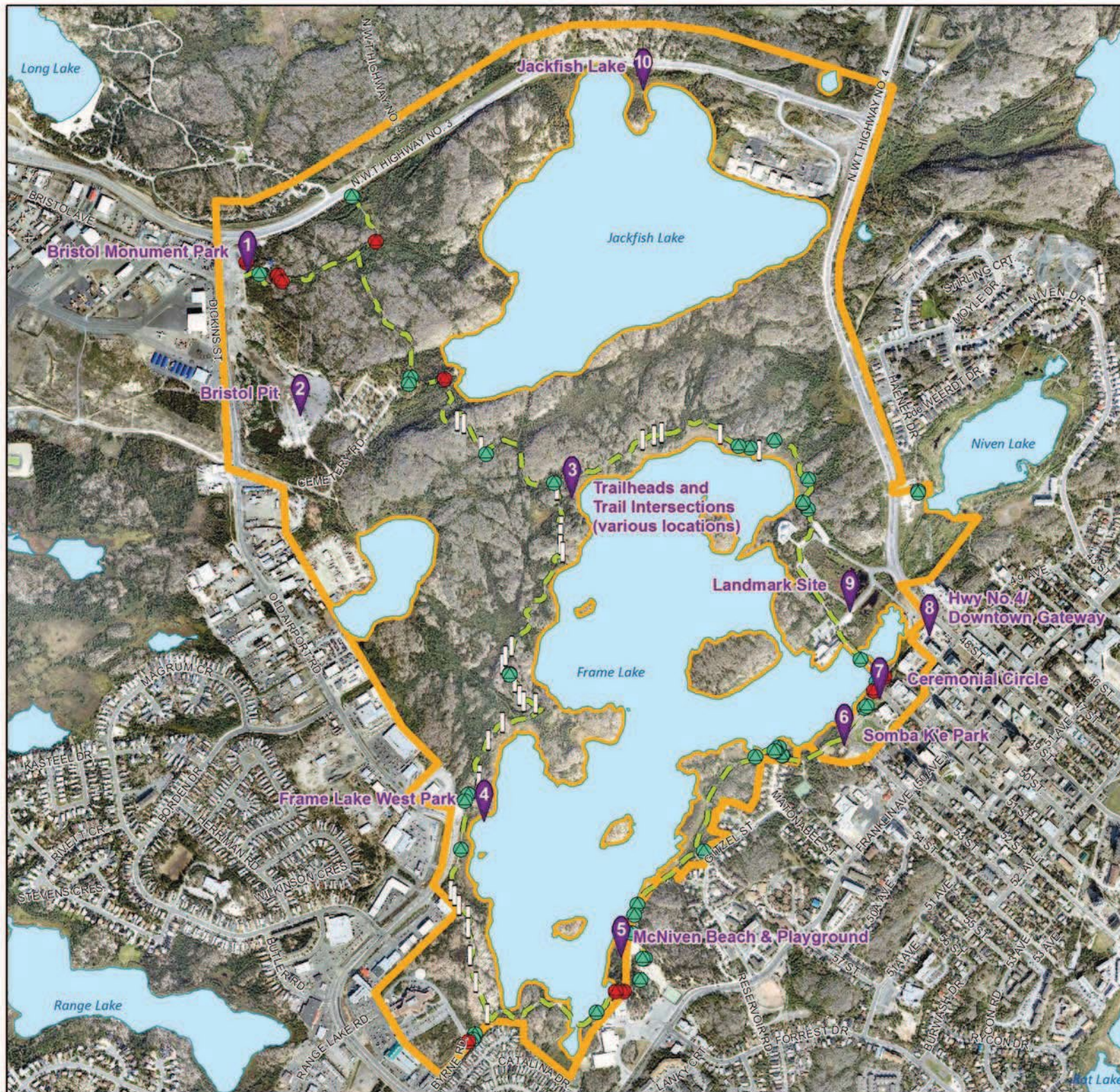


McMahon Frame
Lake Trail



0 75 150 300 450 600

Metres



An aerial photograph showing a coastal town with colorful houses, a small island in the middle of a large blue lake, and a forested shoreline. The sky is clear and blue.

7 TRANSPORTATION

- | | |
|---------------------------|----|
| 1. Road Network | 32 |
| 2. Public Trail Network | 32 |
| 3. Public Transit Network | 32 |

7 TRANSPORTATION

The initiatives identified in **Section 5 - Initiatives and Development Areas** involve extensions to the road, public trail, and public transit networks. **Map 6 - Transportation** illustrates general road and trail paths. Detailed road and trail layout may be adjusted through future plan of survey and engineering design, which will not require amendments to this Plan.

7.1 ROAD NETWORK

Extensions to the existing multi-modal transportation network within the Capital Area are shown on **Map 6 – Transportation**. All new roads shall be constructed to City standards. Detailed road design and sidewalks shall be approved by the Department of Public Works.

7.2 PUBLIC TRAIL NETWORK

Pedestrian and biking trails are important components of the City's multi-modal transportation network, and serve both commuter and recreational needs. The Capital Area features several trails, including the McMahon Frame Lake Trail and several snowmobile trails that cut across Frame Lake and Jackfish Lake. Existing snowmobile trails within the Capital Area will remain.

An extension of the Frame Lake Trail is considered to extend along Highways No. 3 and 4 around the area known as the 'Capital Area Loop'. The multi-use path is proposed to be a minimum of 3 meters in width (adjustments may be required based on site conditions at the trail design stage).

Other public multi-use winter trails (e.g. for skating, walking, cycling, cross-country skiing, and snowshoeing) on Frame Lake and other locations may also be contemplated in the future with consideration to the snowmobile trails and resources. Additional trail connections may be incorporated on an as-needed basis.

7.3 PUBLIC TRANSIT NETWORK

Proximity and access to public transportation are important components to any mixed-use development. The 2011 General Plan identifies the intersection of Borden Drive and Old Airport Road as a transit-oriented development node.

The Frame Lake West area, if developed in the future, may be reached through an extension of an existing Yellowknife Public Transit Bus Route. The two nearest bus stops are located within proximity of the Borden Drive and Old Airport Road intersection and across from the Canadian Tire.



CITY OF
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MAP 6

TRANSPORTATION

Legend

 Capital Area
Development Plan
Boundary

Transportation Network

 Local Roads
 Arterial Roads
 Collector Roads
 Old Airport Road/Rmson
Drive Transit Oriented
Development Node

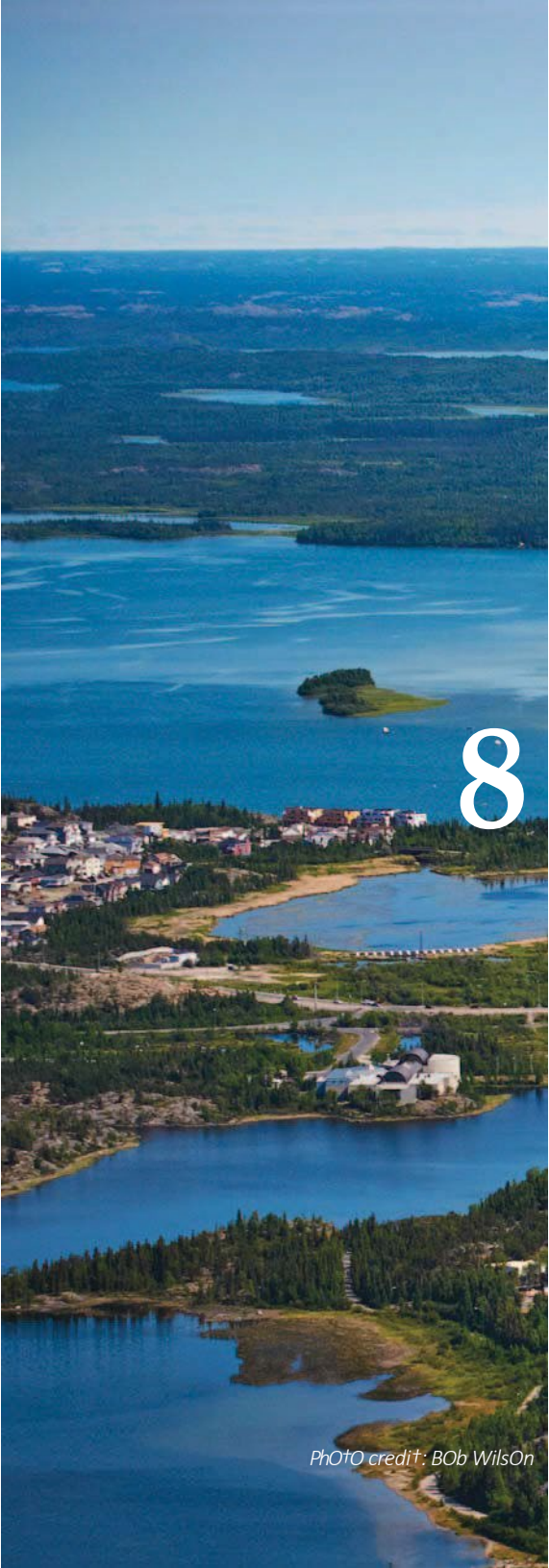
Trails

 Proposed Trails
 Potential Multi-Use
Winter Trail
 McMahon Frame Lake
 Trails
 Other Existing Trails



0 75 150 300 450 600
Metres



An aerial photograph of a large, deep blue lake with a small, tree-covered island in the middle. In the foreground, a small town with colorful houses is nestled along the shoreline. The background shows a vast expanse of water under a clear blue sky.

8 UTILITY SERVICES

Photo credit: Bob Wilson

Utility services in Yellowknife include water, sanitary sewer, storm sewer, cable, electricity, and telecommunications. New utility services will be required at new development areas within the Capital Area. Subject to review by the City of Yellowknife and Northland Utilities Limited, underground electrical services shall be incorporated where deemed necessary and feasible.

The Capital Area is within the municipal water and sewer services area. The western portion of the Capital Area north of Borden Drive to Highway No. 3 is currently serviced with trucked water and sewer. The 2011 General Plan proposes the extension of piped services, which may be considered subject to further study.

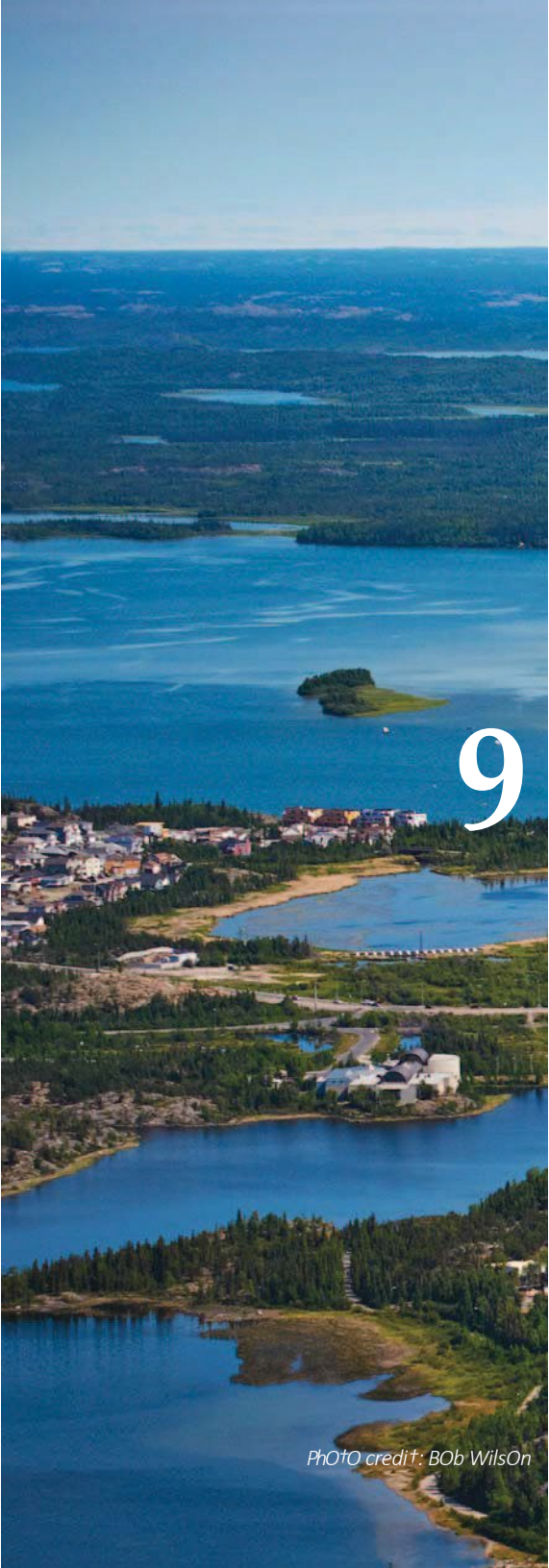
The following policies shall apply to development within the Capital Area:

Policy 1: Development of the Bristol commercial site located at the corner of Old Airport Road and Highway No. 3 will be based on trucked water and sewer services, unless an extension of piped services occurs;

Policy 2: Where applicable, off-site levies shall be collected in accordance with Land Administration By-law No. 4596;

Policy 3: Existing natural drainage patterns and wetlands shall be maintained where possible; and,

Policy 4: Positive drainage toward the public right-of-way or drainage easement shall be ensured. Grading plans for new development shall be subject to review and approval by the Department of Public Works and Engineering.



9 GOVERNANCE

Photo credit: Bob Wilson

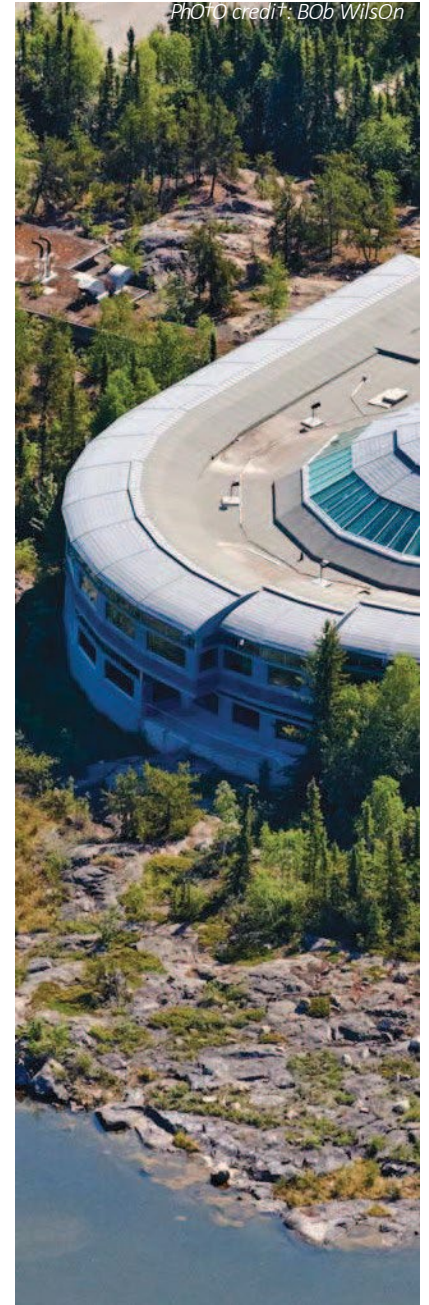
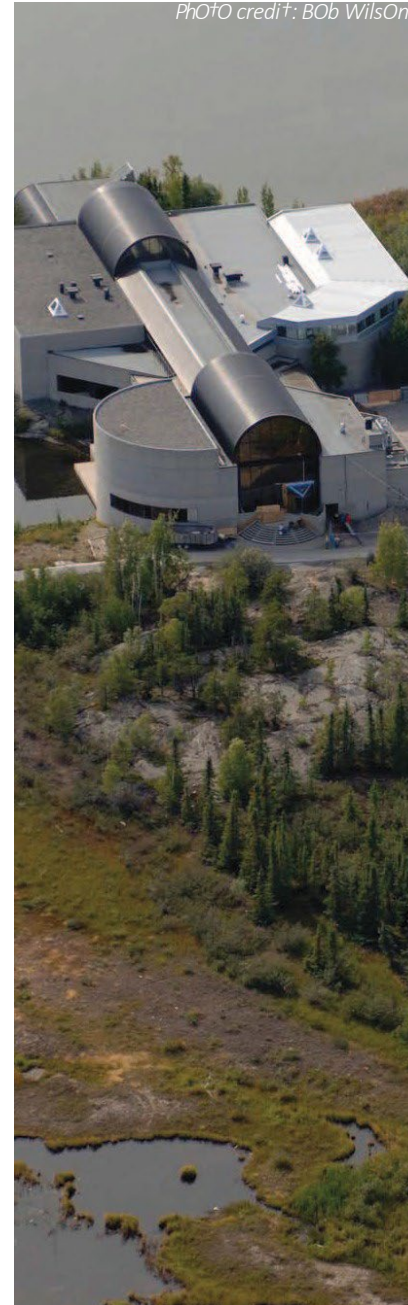
Under the Plan, a single administrative Capital Area Committee (CAC) shall be formed to replace the current Capital Area Steering Committee and Capital Area Development and Program Committee. The CAC's governance shall be majorly held with respect to the maintenance and initiatives related to the lands identified as "Governance Area" in **Map 7 - Capital Area Committee Governance**.

- Subject to the Terms and Reference of the CAC membership shall consider:
 - 1) The City of Yellowknife;
 - 2) Yellowknives Dene First Nation;
 - 3) The Legislative Assembly;
 - 4) Government of the Northwest Territories;
 - a. The Department of Lands;
 - b. Prince of Wales Northern Heritage Centre; and
 - 5) Any additional representation as deemed appropriate.
- The CAC shall meet at a regular frequency as determined by the Terms of Reference to discuss current initiatives in the Capital Area and set priorities for future initiatives.
- The CAC shall invite relevant stakeholders, including but not limited to:
 - o The Department of National Defence (DND);
 - o The Royal Canadian Mounted Police (RCMP) and/or Public Services and Procurement Canada.
- The CAC shall provide input on use of annual contributions from key public property owners within the Governance Area, notably the City of Yellowknife, the Government of the Northwest Territories, and potentially the Government of Canada (on behalf of DND and/or RCMP) for the purpose of capital projects, initiatives, events related to the Governance Area without limiting the foregoing. Each property owner shall consider, in their annual budget deliberations, monetary contribution (with potential inflation adjustment), contributions in kind, or any other contribution approved by the CAC. The CAC may invite non-members to meetings for those interested in partnering with the Committee and/or providing any contribution.

9 GOVERNANCE

Under the Plan, the CAC shall:

- Clarify the responsibilities and annual contributions of each property owner in the form of an operations and maintenance (O&M) plan. The CAC shall provide input on site maintenance in the Governance Area.
- Review individual proposals for development within the Governance Area in Map 7- Capital Area Committee Governance and proposals deemed of sufficient interest, and provide comments thereon to the City's Development Officer or City Council as appropriate; and,
- Oversee the implementation of the Plan and Schedule of Initiatives.





CITY OF
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MAP 7

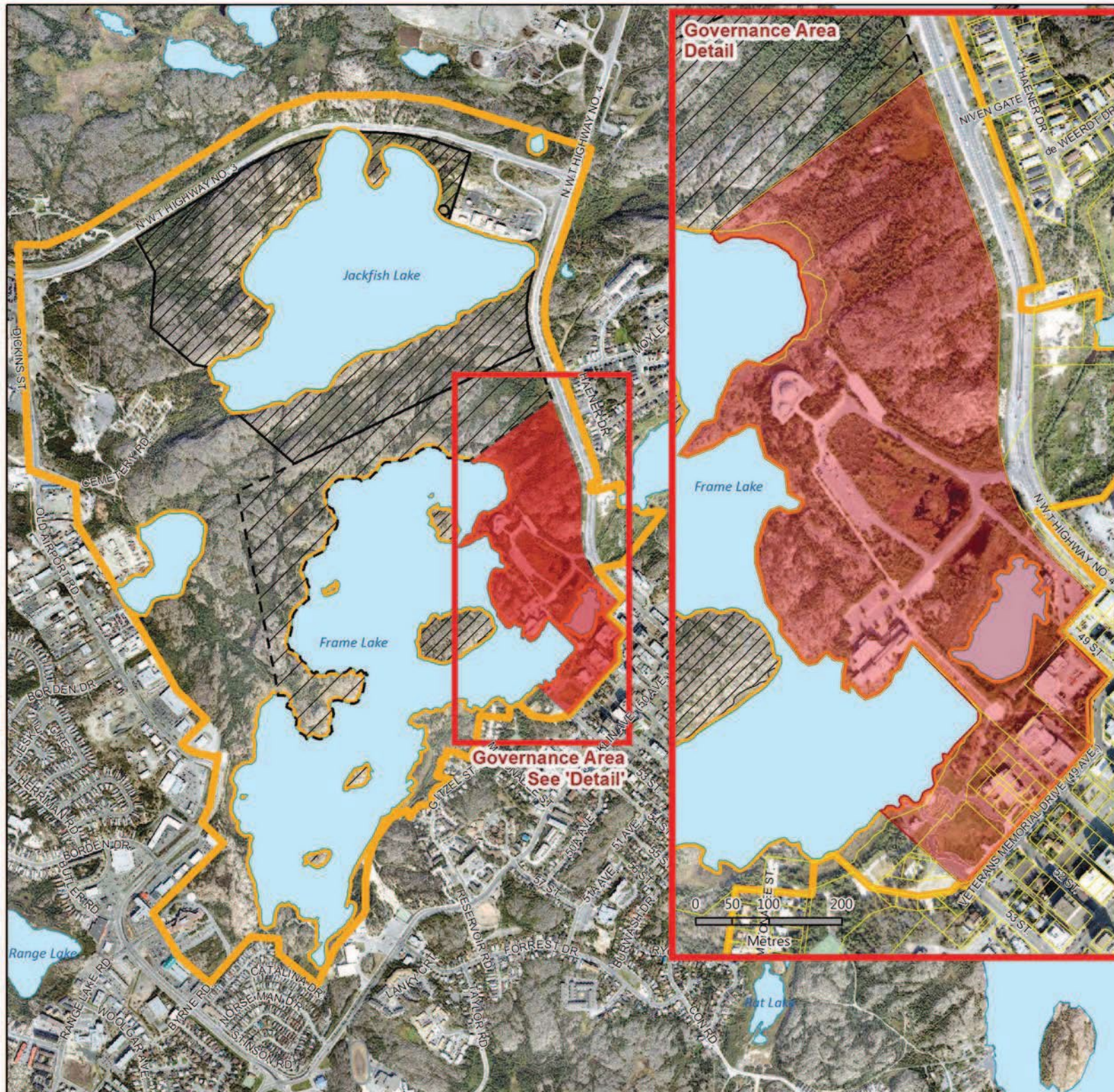
CAPITAL AREA COMMITTEE GOVERNANCE

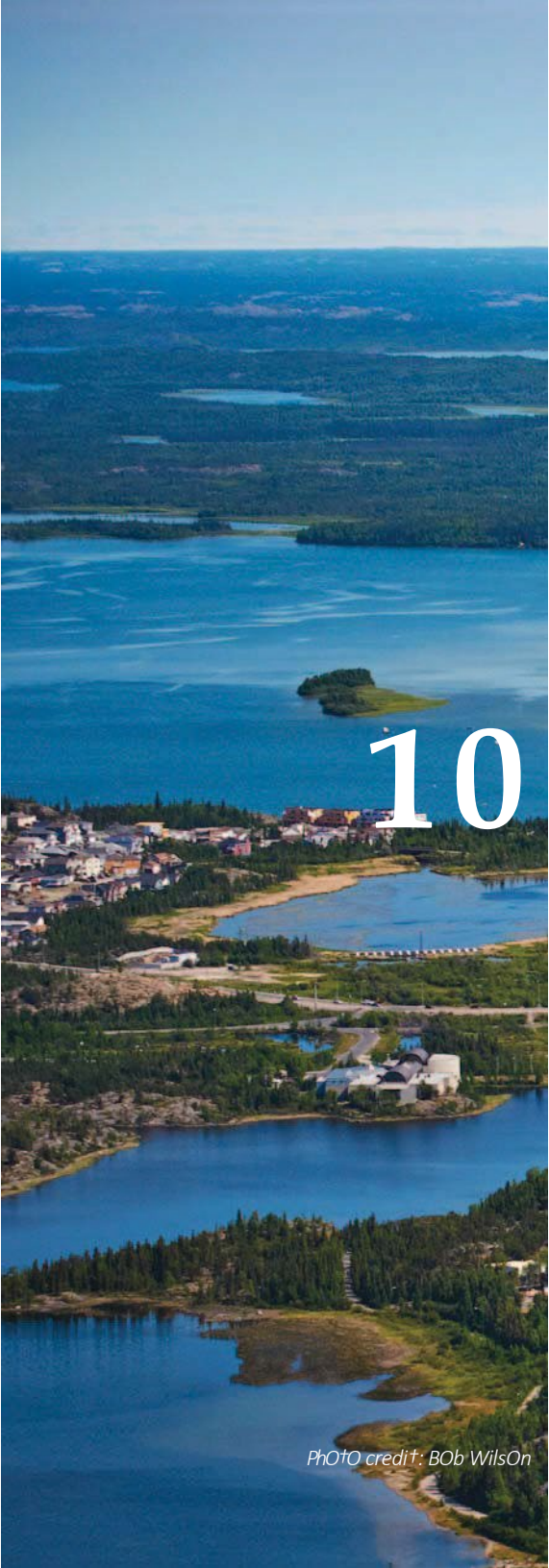
Legend

- Capital Area Development Plan Boundary
- Governance Area
- Akaihtcho Interim Land Withdrawal Overlay
- Site Specific Withdrawal Overlay (1 ha)
- Property Parcels



0 100 200 400 600 800
Metres





10 IMPLEMENTATION

10.1 Schedule of Initiatives

41

10.1 SCHEDULE OF INITIATIVES

The implementation framework for the Plan is summarized in the table shown below. The suggested initiatives, timeframes ("Near" meaning 1–3 years, "Medium" meaning 4–6 years, "Long" meaning 7+ years), partners, and additional implementation items shall be subject to adjustments in accordance with further CAC discussion and decision and requirements from any other applicable approval authorities. By-law amendments to the Plan will not be required for any adjustments to the implementation framework.

Table 1: Implementation Framework

Recommendations & Key Actions	Suggested Time Frame				Responsibility/ Suggested Partners	Financial
	Near	Medium	Long	On- going		
1) Bristol Gateway Development - Re-zone Bristol Monument Park from Growth Management to Parks and Recreation; - Amend Commercial Services Zoning Regulations to prohibit motor vehicle sales at Lot 3, Block 314; - Land sale of the Bristol commercial parcel pursuant to the Land Administration By-law No. 4596, as amended; - Development Permit review, consultation and approval, and Building Permit review and approval; and - construction (considered for near term, land and park construction may extend to medium term)	☐				- City of Yellowknife - Private sector	- City of Yellowknife Land Development Fund - Private investment
2) Bristol Pit - Consultation with the NWT Boardsport Association and other relevant stakeholders; and, - Analysis of improvement options.	☐			☐	- City of Yellowknife - NWT Boardsport Association	Potential Funding from Government Agencies
3) Frame Lake West Park - Subject to further design plan as well as Frame Lake West land development, which will require a separate Area Development Plan detailing lot layout and road design, trail and open space connection and sensitive architectural design requirements; and, - Consultation with the City of Yellowknife and the public as required.	(TBD)				City of Yellowknife	City of Yellowknife Land Development Fund

Recommendations & Key Actions	Suggested Time Frame				Responsibility/ Suggested Partners	Financial
	Near	Medium	Long	On-going		
4) McNiven Beach and Playground - Confirmation of water quality as per results of existing studies; - Analysis of restoration options; - Acquire funding for any other appropriate testing/remediation; and, - Feasibility analysis of improvement options in consideration of restoration requirements.			☐		- City of Yellowknife - Government of the Northwest Territories - Government of Canada	Potential funding for testing, feasibility, and/or remediation
5) Sombe K'e Civic Plaza/Park - Signage installation for boat launch area; and, - Explore opportunities to enhance year-round use.	☐			☐	- Capital Area Committee (CAC) - City of Yellowknife - Government of the Northwest Territories	City of Yellowknife Budget
6) Ceremonial Circle - Further consultation with stakeholders and interested groups (e.g. Prince of Wales Northern Heritage Centre, Yellowknife Artist Run Community Center, Yellowknives Dene First Nation); - Public events coordination and planning; and, - Design and construction of site improvements.	☐			☐	- Capital Area Committee (CAC) - City of Yellowknife - Government of the Northwest Territories	CAC Budget

Recommendations & Key Actions	Suggested Time Frame				Responsibility/ Suggested Partners	Financial
	Near	Medium	Long	On-going		
7) Highway No. 4/Downtown Gateway* - Construction of pedestrian crossing at the Nova Hotel (Block 301) intersection; - Trail connection/Landscaping improvements in coordination with adjacent land owners, where appropriate; - Formalize municipal tenure of Highway No. 4; - Construction of sidewalks by the City; and - Installation of traffic lights where deemed appropriate (potentially medium to long term).	☐ ☐		☐		- Capital Area Committee (CAC) - City of Yellowknife - Government of the Northwest Territories	- GNWT Budget 2018 City of Yellowknife Budget - CAC Budget
8) Jackfish Lake Look-out Point - Acquisition of necessary land tenure by the City; and, - Evaluate improvement options in concurrence with the development of the Capital Area Loop trail.			☐		- City of Yellowknife - Government of the Northwest Territories	- City of Yellowknife Budget (after City acquires necessary land tenure) - Potential Funding from Government Agencies

10 IMPLEMENTATION

Recommendations & Key Actions	Suggested Time Frame				Responsibility/ Suggested Partners	Financial
	Near	Medium	Long	On-going		
9) Trail Connections* - Capital Area Loop - o Acquisition of Highway and land tenure; o Concept and Engineering design; and, - o Sidewalks and trail construction. - Multi-Use Winter Trail - o Consult with the Great Slave Snowmobile Association and other relevant stakeholders; - o Finalize potential route(s) and funding options; and, - o Implement a Pilot Project for a winter trail (e.g. skating) on Frame Lake or other suitable location.		☐	☐		- Capital Area Committee (CAC) - City of Yellowknife - Government of the Northwest Territories	- CAC Budget - Potential Funding from Government Agencies
10) Yellowknives Dene First Nation Institutional Use - Subject to settlement of Akaitcho Land Withdrawal; - Develop a Memorandum of Understanding regarding the preparation of a Joint Municipal/First Nation Land Use Plan for the settlement land within the Capital Area; - Site selection by the First Nations to be determined in coordination with the City of Yellowknife and Government of the Northwest Territories; and, - Coordinate potential infrastructure connection via extension of existing services to minimize natural terrain disturbance.	(TBD)				- Yellowknives Dene First Nation - City of Yellowknife - Government of the Northwest Territories	Yellowknives Dene First Nation

Recommendations & Key Actions	Suggested Time Frame				Responsibility/ Suggested Partners	Financial
	Near	Medium	Long	On- going		
11) Capital Area General Branding Strategy • Work with organizations with expertise in tourism marketing to develop branding strategy; • Signage and public art management and timely maintenance; • Coordination and input regarding signage to ensure consistency and consensus from appropriate Capital Area property owners, e.g. City of Yellowknife and Government of the Northwest Territories (Legislative Assembly; Education, Culture & Employment); and, • Seek input from the Heritage Committee and for Yellowknives Dene First Nation, regarding content where required.	☐			☐	• Capital Area Committee (CAC) • Relevant stakeholders	• CAC Budget • Potential GNWT Funding • Potential City of Yellowknife Heritage Committee Funding
12) Capital Area Management • Develop Terms of Reference (ToR) for the Capital Area Steering Committee; • Replace two-tier committee structure with a joint committee known as the Capital Area Committee; • Administer an annual budget (i.e. contributions from public Capital Area property owners); and, • Schedule regular meetings as determined by the ToR.	☐			☐	• Capital Area Committee (CAC)	• CAC Budget

Recommendations & Key Actions	Suggested Time Frame				Responsibility/ Suggested Partners	Financial
	Near	Medium	Long	On-going		
13) Operation and Maintenance - Develop and adopt a Memorandum of Understanding between the City of Yellowknife, Government of the Northwest Territories (e.g. Legislative Assembly; Education, Culture & Employment; Industry, Tourism & Investment), and Government of Canada (DND and RCMP Public Services and Procurement Canada); and, - Develop and adopt an operational maintenance plan between Capital Area property owners.	☐			☐	- Capital Area Committee (CAC) - City of Yellowknife - Government of the Northwest Territories - Government of Canada - Northern Frontier Visitors Association	CAC Budget
14) General Plan Amendments Pursuant to Policy 3 of Section 8.4 of General Plan By-law No. 4656, the Area Development Plan must outline any required amendments to the General Plan. Notwithstanding Section 3.1 of the General Plan stating it is not intended that amendments to the General Plan will be required with the adoption of the new Capital Area Development Plan, the following amendments may be considered on an as-needed basis: - Combine the Capital Site and Capital District and amend the boundary; and, - Updates to General Plan Maps.	☐				- City of Yellowknife - Government of the Northwest Territories	No direct costs
15) Zoning By-law Amendments - Amend Sections 2.2 Development Officer, 10.2 GM –Growth Management, 10.6 PS –Public Service, 10.15 DT –Downtown, SS11 –Site Specific #11 Re: Capital Area Development Regulations and Committee; and, - Rezoning as identified under items 1) & 3).	☐				City of Yellowknife	No direct costs

* The "□" mark indicating suggested timeframe applies to all action items under each Initiative (Recommendations & Key Actions), except for Initiatives 7) and 9), the "□" mark applies to the action item it aligns with.



CITY OF YELLOWKNIFE

MEMORANDUM TO COMMITTEE

(For Information Only)

COMMITTEE: Governance and Priorities

DATE: November 17, 2025

DEPARTMENT: Governance and Legal Services/City Manager

ISSUE: Update on Council's 2025 – 2026 Work Plan

BACKGROUND:

COUNCIL'S 2025 – 2026 WORK PLAN

- In June 2023, Council approved the 2023-2026 Strategic Directions for its term in office.
- Subsequently, Council approved an implementation action plan for their Strategic Directions (the "Work Plan"), which considered challenges arising from the tumultuous year that was 2023.
- In May 2024, Council reviewed a revised 2024-2026 Work Plan and, among other things, directed Administration to use the Work Plan to prioritize initiatives and tasks.
- In November 2024, Administration provided an update to Council on Work Plan accomplishments and looking ahead to 2025.
- On May 5, 2025, with less than two years left in Council's term of office, Committee heard a status update on the 2025 – 2026 Work Plan initiatives, Administration's prioritization of those initiatives, and how such work is advancing Council's Strategic Directions. Council subsequently approved a revised work plan on May 26, 2025.
- This update is intended to provide the latest status of Work Plan initiatives as of the end of October 2025 and to demonstrate Administration's new tool for organizing and tracking the Work Plan, Envisio. Administration will provide a further Work Plan update in late January 2026, following adjustments required after the adoption of Budget 2026.

ENVISIO

Development of a renewed performance measurement framework and dashboard is a Tier 1 initiative on Council's Work Plan. The intent of this initiative is to help guide work planning, resource management, establishment of priorities, and reporting. As part of this initiative, the City is employing a new cloud-based software called Envisio.

Envisio is a strategic planning and performance management software commonly used in the public sector. Administration can use Envisio to track and communicate progress on Council's priorities, goals, and Work Plan initiatives while eliminating the manual processes required for managing Word or Excel work planning documents. Examples of other Envisio Work Plan reports are attached to this memo.

COUNCIL STRATEGIC DIRECTION/RESOLUTION/POLICY:

- | | |
|----------------|---|
| Motion 0091-23 | That Council approve the 2023-2026 Council Strategic Directions. |
| Motion 0153-23 | That the 2023-2026 Council Strategic Directions Implementation Actions be referred back to Administration to be updated and incorporated into the 2024 work plan and be brought back to Governance and Priorities Committee in early 2024 to review and approve the administrative and strategic actions together. |
| Motion 0031-24 | That Council approve the 2023 – 2026 Council Strategic Directions Implementation Action Plan. |
| Motion 0104-24 | <p>That Council:</p> <ol style="list-style-type: none">1. Support the revised 2024 – 2026 Work Plan as presented and direct Administration to use the Work Plan to prioritize initiatives and tasks, and to inform Council during their deliberations of the impacts of any potential new initiatives and tasks;2. Direct Administration to hire one(1) Communications Officer and one (1) Customer Service Outreach Coordinator as presented in the Work Plan;3. Support the efficiency recommendations as presented in the Work Plan and direct Administration to implement each as soon as possible, including returning to Council with any necessary By-law amendments; and4. Support in principle the advocacy efforts within the revised 2024 – 2026 Work Plan. |
| Motion 0100-25 | That Council approve the 2025 – 2026 Revised Work Plan, as presented. |

APPLICABLE LEGISLATION, BY-LAWS, STUDIES, PLANS:

Council's Strategic Directions 2023 – 2026.

ATTACHMENTS:

Work Plan Initiative Report (DM #811187).

Prepared: November 8, 2025; CC



CITY OF YELLOWKNIFE

Initiative Report

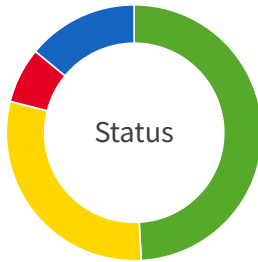
Council Strategic Directions 2023-2026

Report Created On: Nov 13, 2025

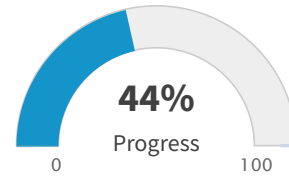
57

Initiative

Overall Summary



	%
On Track	49
Some Disruption	30
Major Disruption	7
Completed	14



Focus Area 1.3
Liveable Community

Supporting all residents to participate in the social fabric and physical space of our community.

Plan Label And Number	Description	Status	Progress	End Date
Initiative 1.3.1	Community Wildfire Protection Plan To ensure life cycle management of created protection measures/assets.	Some Disruption	91%	Jun 30, 2025
Initiative 1.3.2	Implement Viable Recommendations from AAR of 2023 Wildfire Season Some key recommendations will have target dates in 2025 and other recommendations will be phased in over the years.	Completed	100%	Jun 30, 2025
Initiative 1.3.3	Dog Pound Solution RFP for Dog Pound services awarded. Service contract to be finalized.	Completed	100%	Jun 30, 2025
Initiative 1.3.4	MED Directives & Procedure Modernization Updates to Operational Directives and Procedures.	Some Disruption	83%	Dec 31, 2025
Initiative 1.3.5	Community Plan Comprehensive Review Current Plan to be updated to include new policies and revise or remove current policies, including policy on housing, wild land fire, infrastructure, etc.	On Track	33%	Sep 30, 2026
Initiative 1.3.6	Painted bike lane trials in three areas in Spring 2025 On-street bike lanes to be installed on identified streets	Some Disruption	33%	Sep 30, 2025
Initiative 1.3.7	Intersection of Moyle and Haener Drive. Administration undertook to evaluate the intersection for safety considerations that signage may mitigate.	Major Disruption	50%	Dec 31, 2025
Initiative 1.3.8	Crosswalk installations Interim measures to cross walk improvements on Range Lake Road (NJ Macpherson & St-Joe's Schools). Sign requests completed, jersey barriers to be installed to promote better sight lines at NJ Macpherson. St. Joseph intersection needs additional consideration due to traffic impacts from development on corner of Byrne Road and Woolgar Avenue.	Some Disruption	60%	Sep 30, 2025
Initiative 1.3.9	Develop a Master Transportation Plan Provide an overall strategy with specific objectives to address all forms of transportation (including active); design standards; public transit; etc in a pragmatic and affordable manner	On Track	30%	Dec 31, 2026
Initiative 1.3.10	Reconstruction of Old Town Hill (Franklin Ave.) Incorporate Active Transportation Design (eg. Raised bike lane and dedicated walking space). Requires Lift Station #1.)	On Track	0%	Dec 31, 2028
Initiative 1.3.11	Dog Park Upgrades Upgrade the dog park in 2025 (gate, gravel).	Completed	100%	Sep 30, 2025
Initiative 1.3.12	Accessibility Audit Implementation Requirement to review audit status and determine next steps.	On Track	0%	Dec 31, 2025

Plan Label And Number	Description	Status	Progress	End Date
Initiative 1.3.13	Completion of RIMP Way Ahead Public engagement and staff recommendation required.	Some Disruption	0%	Jun 30, 2026
Initiative 1.3.14	Recreational Facilities Booking Policy Review and update the booking policy for recreation facilities.	On Track	0%	Jun 30, 2026
Initiative 1.3.15	Update Livery License By-Law (Taxis) Updates for safety, administration, and accessibility.	Major Disruption	60%	Jan 01, 2026
Initiative 1.3.16	Development of Public Engagement Guidelines and Tools To provide clarity on requirements and norms to achieve effective outreach. Identify tools and manage expectations.	Some Disruption	0%	Jun 30, 2025
Initiative 1.3.17	Communications Strategy and Guidelines (including Place Branding) Provide detail on communications structure, roles, and tasks. Provide guidance to entire corporation on effective public affairs and outreach. Develop place brand.	On Track	0%	Dec 31, 2025
Initiative 1.3.18	Website Modernization Project Modernize website.	On Track	25%	Jun 30, 2026
Initiative 1.3.19	Election Preparation this will include candidate education, Council orientation, strategic planning.	On Track	10%	Mar 31, 2026

Focus Area 2.1

Asset Management

Planning, implementing and maintaining assets to reliably, safely and cost effectively deliver services for current and future community needs.

Plan Label And Number	Description	Status	Progress	End Date
Initiative 2.1.1	IT Review/Audit Work closely with consultant to gather information on current standards, procedures, policies. Review software list, systems and application effectiveness. Review and assess existing staff structure, roles and responsibilities. Review existing Governance and Processes. Review IT Security processes and disaster recovery plans. Meet with stakeholders (management and staff) to get perspective on services provided.	Completed	100%	Sep 30, 2025
Initiative 2.1.2	Enterprise Resource Program Phase 1. Identify needs for an integrated software and process solutions for seamless work flow in and between all municipal functions.	Major Disruption	50%	Dec 31, 2025
Initiative 2.1.3	Development of Financial Policy: Asset Management	Some Disruption	75%	Sep 30, 2025
Initiative 2.1.4	Emerging Issues Reserve Fund Develop an “Emerging Issues Reserve Fund” policy.	Some Disruption	75%	Jun 30, 2025
Initiative 2.1.5	Development of Financial Policy: Investment Required for budget deliberations and for long-term financial planning. This initiative involves the creation of a comprehensive Investment Policy by reviewing the City's existing by-law and benchmarking it against best practices from other municipalities. The goal is to modernize the policy framework to ensure the City's funds are invested prudently, maximizing returns while minimizing risk, and aligning with current economic conditions and legislative requirements.	Some Disruption	75%	Sep 30, 2025
Initiative 2.1.6	Development of Financial Policy: Mill Rate Policy Requested by Council for budget deliberations. Will require further engagement. This work will include consideration of additional taxation or charges that may be applied to vacant land.	On Track	50%	Dec 31, 2025
Initiative 2.1.7	Review of Procurement Processes Requires budget 2026 approval.	On Track	25%	Dec 31, 2026
Initiative 2.1.8	Asset Management Plan – Condition Assessment Essential 1st step in process.	Some Disruption	25%	Sep 30, 2027
Initiative 2.1.9	Asset Management Plan – Complete Will be key determinant in all capital project decisions and directly influence levels of service. Will guide deliberations on balance between new capital projects and replacement of existing assets.	On Track	0%	Dec 31, 2027
Initiative 2.1.10	Records and Information Management Audit and Review Current record management is outdated, cumbersome and inefficient.	On Track	40%	Dec 31, 2025
Initiative 2.1.11	Agenda Management Software Enhance records creation and management	On Track	0%	Dec 31, 2026
Initiative 2.1.12	Review of Levels of Service Develop Council approved levels of service for delivery of all core municipal functions. Drives budget and asset management.	On Track	60%	Dec 31, 2026

Focus Area 2.2

Capacity

Balancing service levels with human and fiscal resources.

Plan Label And Number	Description	Status	Progress	End Date
Initiative 2.2.1	Interim Talent Management Strategy and Action Items Strategy complete in 2025. Ongoing work on action items thereafter.	On Track	70%	Sep 30, 2026
Initiative 2.2.2	Capital Planning Write-Ups Improve the capital planning process, streamline request for information, apply consistent and useful substation of capital projects. Develop Capital Write-Up Form that meets all requirements for Capital Planning (Budget) and provides the information necessary for Asset Management for prioritization and assessment.	Completed	100%	Sep 30, 2025
Initiative 2.2.3	Budget Education and Training Sessions Prepare and lead Budget Training Sessions to all Managers and Directors involved in the City Budget. Empower Managers and Directors in developing an understanding of the budget process, roles, responsibilities and general guiding factors. Training sessions will include: Budget Basics, Internal Allocations, Variance / Forecasting, Navigating FMW, The Budget Process, and more.	On Track	15%	May 31, 2026
Initiative 2.2.4	Collective Bargaining - MED	Completed	100%	Dec 31, 2025
Initiative 2.2.5	Collective Bargaining - IAFF	On Track	52%	Dec 31, 2025
Initiative 2.2.6	Business Continuity Plan Develop detailed plan on business continuity in emergency situations. Will eliminate ad hoc approach that currently exists.	On Track	75%	Dec 31, 2026

Focus Area 2.3

Organizational Culture

Providing a positive and productive workplace environment for effective governance and service excellence.

Plan Label And Number	Description	Status	Progress	End Date
Initiative 2.3.1	Compensation Policy for Emergency Response To recognize extraordinary work hours in emergency response.	Completed	100%	Jun 04, 2025
Initiative 2.3.2	Develop Renewed Performance Measurement Framework and Dashboard To help guide work planning, resource management, establishment of priorities, and reporting.	Some Disruption	44%	Sep 30, 2025
Initiative 2.3.3	Governance By-law Review To save time by becoming more efficient at meetings. Will also enhance effectiveness and decision-making.	On Track	25%	Dec 31, 2026
Initiative 2.3.4	Council Remuneration By-law Evaluation and Update Current by-law was last updated in 2018.	On Track	5%	Jun 30, 2026
Initiative 2.3.5	Organizational Review Comprehensive review of the City's strategic direction and business/operational model, corporate, departmental and staff responsibilities and workload.	On Track	50%	Dec 31, 2025
Initiative 2.3.6	Council Travel Policy Council requested via motion: #0169-22.	On Track	0%	Jun 30, 2026
Initiative 2.3.7	Council Leave Policy Council requested via motion: #0206-24.	On Track	0%	Jun 30, 2026
Initiative 2.3.8	Council/Administration Protocol Enhance governance effectiveness with a clear, practical protocol document that defines how Council and Administration collaborate.	On Track	0%	Sep 30, 2026

Focus Area 3.1

Resilient Future

Enhancing Yellowknife as a great place to live, visit, work, and play now and into the future.

Plan Label And Number	Description	Status	Progress	End Date
Initiative 3.1.1	Climate Action Plan The purpose of the new CAP is to set goals and objectives, policies and implementation action items for corporate and community-wide climate mitigation and adaptation.	Some Disruption	95%	Jun 30, 2025
Initiative 3.1.2	Snow Removal Standards Further research on snow removal and analysis on moving from an 18 week program to a 24.	Some Disruption	50%	Dec 31, 2026

Focus Area 3.2

Growth Readiness

Ensuring land development supports economic readiness and community priorities.

Plan Label And Number	Description	Status	Progress	End Date
Initiative 3.2.1	Fire Hall Renovation and Expansion Project Determination of path forward and design in 2025. Build in 2026.	Major Disruption	50%	Dec 31, 2026
Initiative 3.2.2	Kam Lake Expansion Community Plan Amendment, Area Development Plan, Zoning and Subdivision for light industrial, commercial and agriculture consideration.	Some Disruption	15%	Mar 31, 2026
Initiative 3.2.3	Waterline Intake Replacement Project Current intake line at 'end of lifecycle' Council decision required. Amendment of the contribution agreement between Canada and City to reduce scope to complete Pump House #1 and extend the schedule to 2032. Awaiting response from Canada. Once amending agreement is complete, PW will move forward with the detailed design aspects of Pump House #1. Construction TBD.	Some Disruption	30%	Jun 30, 2025
Initiative 3.2.4	Solid Waste Transfer Station Establishment Interim functionality. Follow phases will further enhance our ability to divert waste from landfill.	Some Disruption	33%	Sep 30, 2025
Initiative 3.2.5	New Landfill/Landfill Expansion To design and construct a second-generation landfill cell (cell 3) at the Solid Waste Facility, to accommodate for the City's future waste.	On Track	90%	Dec 31, 2025
Initiative 3.2.6	Water and Sewer Infrastructure Failure and Water Master Plan Contract consultant to complete a Water Master Plan by 2026 to identify Water and Sewer Infrastructure Failure.	On Track	30%	Jun 30, 2026
Initiative 3.2.7	Lift Station #1 To design and construct a new lift station on the corner of Franklin Ave and School Draw Ave. to replace existing Lift Station #1. Tender has closed and contract awarded.	On Track	20%	Dec 31, 2027

Focus Area 3.3

Robust Economy

Doing our part to stimulate and amplify economic development opportunities.

Plan Label And Number	Description	Status	Progress	End Date
Initiative 3.3.1	Hotel Levy and Governance Governance structure for DMO.	Completed	100%	Jul 01, 2025
Initiative 3.3.2	Business License Way Ahead Need long-term vision/approach for business licenses.	On Track	0%	Dec 31, 2025
Initiative 3.3.3	Water Rate Review Address equity and fairness while ensuring affordability. Administration analysis and recommendation to come forward.	Some Disruption	0%	Sep 30, 2025



CITY OF YELLOWKNIFE

MEMORANDUM TO COMMITTEE

COMMITTEE: Governance and Priorities

DATE: November 17, 2025

DEPARTMENT: Governance and Legal Services

ISSUE: Whether to appoint someone to fill a vacant position on the Audit Committee.

RECOMMENDATION:

That Council appoint an accountant, pursuant to Audit Committee By-law No. 4127, to serve on the City of Yellowknife (City) Audit Committee for a three-year term commencing November 25, 2025 and ending November 24, 2028.

BACKGROUND:

There is a vacancy on the Audit Committee for an accountant.

It is the practice of the City to advertise all committee vacancies. The City advertised the vacancy, specifying that it be filled by an accountant on the City's website and social media sites.

COUNCIL STRATEGIC DIRECTION/RESOLUTION/POLICY:

Council Goal #1 People First.

Motion #0459-96: "The following policy be adopted with respect to appointments to municipal boards and committees:

- i) The maximum consecutive years that an individual may serve on any one board or committee is six.
- ii) Individuals who have served the maximum six-year period on one municipal board or committee shall be eligible to be appointed to another board or committee.
- iii) No individual shall be precluded from serving concurrent terms on more than one municipal board or committee.
- iv) Notwithstanding that an individual appointee has served less than six years on a particular board or committee, Council may, after the expiration of

the first or subsequent terms of that appointee, advertise for applicants to fill a vacancy on that board or committee.

- v) Notwithstanding clause (i.) of this policy, should the City receive no applications to fill a vacancy on any particular board or committee, the six year maximum limitation may, at the discretion of City Council, be waived.

APPLICABLE LEGISLATION, BY-LAWS, STUDIES, PLANS:

1. *Cities, Towns and Villages Act*, and
2. Audit Committee By-law No. 4217, as amended.

CONSIDERATIONS:

Consistency

The Audit Committee has recommended staggered terms for Committee members.

Legislation

Audit Committee By-law No. 4127 requires outside members to reside in Yellowknife and be independent from City Council, management, auditors, legal counsel and major contractors. Section 4.a.ii(1) states that the currently vacant position must be filled by an accountant.

Procedural Considerations

The Audit Committee helps to enhance the auditor's real and perceived independence by providing an intermediary link between the auditor and Council. The Audit Committee limits the reliance Council must place on the technical expertise of the independent auditor.

ALTERNATIVES TO RECOMMENDATION:

1. That Council appoint an accountant to the Audit Committee for an alternate term.
2. That the City re-advertise the vacancy on the Audit Committee.

RATIONALE:

The Audit Committee is intended to function with a full complement of six members. Having the term of a new member expire in three years will conform to the staggered term recommendation.

ATTACHMENTS:

Expression of interest from candidates.

Prepared: November 10, 2025; SJ/